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ABSTRACT

This paper examines compensatory education and bilingual education programs, outlines their general characteristics, and discusses their differences. The following kinds of information are provided: (1) the nature of the authorizing legislation including patterns in the distribution of funds, (2) the criteria used to determine which students and local educational agencies are served, (3) appropriation and spending levels, and (4) the effectiveness of these special services. Data relating to the two types of programs are examined. They indicate that requirements for participation vary widely among the states, and that the trend seems to be toward more politically viable statutes that provide some money for everyone. Considerable ambiguity exists both within and among states regarding the specific objectives and content of programs. In general, funding for these programs has increased steadily, and in several states increased funds have accompanied major changes in program design. (Author/AM)

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MARY PAT PFEIL

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STATE COMPENSATORY EDUCATION AND BILINGUAL PROGRAMS

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GLOSSARY

ADA	average daily attendance
CSAP	Comprehensive School Alienation Program
EDY	Educationally Disadvantaged Youth
ESEA	Elementary and Secondary Education Act
ESL	English as a second language
LEA	local education agency
SADC	State Act for Disadvantaged Children
URRD	Urban, Rural, and Racial Disadvantaged
USOE	U.S. Office of Education

I SUMMARY

Introduction

In the early 1960s, both compensatory education and bilingual education began to emerge as important concerns in American education. They are linked together through their mutual focus on the specific needs of those students who previously had been ignored. Conceptually, however, these two approaches to education are significantly different. Bilingual education attempts to use a child's home language and culture to improve or enrich what he would ordinarily learn from the standard English curriculum, whereas compensatory education attempts to make up for some deficit in the child's learning environment.

During the past decade, programs for dealing with one or more of these special groups have been undertaken in many states. The purpose of this paper is to examine these programs and to outline their general characteristics and their differences. Insofar as they are available, the following kinds of information will be included.

- The nature of the authorizing legislation, including patterns for the distribution of funds.
- Criteria for determining which students and local education agencies (LEAs) are served.
- The appropriations and spending levels.
- The effectiveness of special services.

For the purposes of this study, state compensatory education programs were defined as the systematic provision of extra funds to local school districts at the elementary and secondary levels for children with educational disadvantages resulting from economic, cultural, and linguistic

differences. If a state did not provide special funding to local school districts, it was not considered to have a compensatory education program; this excluded programs that provide only tax equalization or that distribute funds according to population density. For example, a program in Illinois did not qualify because the local districts used the $100 extra per child received from the state to improve the education of all students rather than only disadvantaged students.

Similar criteria were used for identifying bilingual programs. Representatives in the states were asked whether there was a state-financed bilingual program. Programs also were included if state legislation directed that some specific or additional portion of district funds be spent for bilingual education. Expressions of "priority" for bilingual education did not qualify unless they directly affected the distribution of resources.

Data Base and Procedures

Much of the information on state compensatory programs and bilingual programs included in this report was collected by the author for the U.S. Office of Education (USOE), Division of Education for the Disadvantaged. In each state, the ESEA Title I Regional Programs Specialist (RPS) from the appropriate HEW regional office asked if the state had a compensatory education program. All the state responses were reviewed by knowledgeable OE personnel. If a state had indicated no compensatory education, but the OE staff thought an error could have been made, other state representatives were contacted for confirmation.

Two appendices serve as directories of personnel responsible for the state programs discussed in this report. Appendix A lists the personnel for state-financed compensatory education programs. Appendix B is a directory of administrators of state-financed bilingual education programs.

Obtaining comparable, high-quality data on state compensatory education programs was a persistent difficulty throughout this study. There are several reasons for this. Some state programs, such as those in Washington and Oregon, are really direct flow-through payments to local school districts; these states have no control (and little knowledge) of how the money is spent or of how many children are served. Most states do require some type of annual report from local school districts, but the amount and type of data required vary considerably, and only a few states compile these data into a statewide report.

Our observations during 1974 suggest that most of the programs are in a constant state of flux: minor changes in guidelines and regulations occur frequently in most states; programs are enacted and expire; and funding levels rise and fall sporadically. For these reasons, some of the following information may be out of date before it is published.

State Compensatory Programs

Examination of the history of compensatory education did not clarify whether the impetus for such programs was provided by the federal government [through Head Start, Title I of the Elementary and Secondary Education Act (ESEA), and Follow Through] or was created independently by state and local educators. A number of the early state efforts in compensatory education, such as California's McAteer Act of 1963 and Hawaii's Special Motivation Program of 1961, preceded the passage of Title I of ESEA by several years. The majority of the state compensatory education programs, however, followed and in many instances are modeled after the federal program.

Table 1 lists the fifty states noting whether each state has had a state-financed compensatory education program in the past, has such a program currently, or anticipates funding a statewide compensatory education

Table 1

STATUS OF STATE-FINANCED COMPENSATORY EDUCATION PROGRAMS

State	Ongoing	Expired	Anticipated	Never Existed
Alabama				X
Alaska				X
Arizona				X
Arkansas				X
California	X			
Colorado		X		
Connecticut	X			
Delaware		X		
District of Columbia				X
Florida	X			
Georgia			X	
Hawaii	X			
Idaho				X
Illinois				X
Indiana				X
Iowa				X
Kansas				X
Kentucky				X
Louisiana				X
Maine				X
Maryland	X			
Massachusetts	X			
Michigan	X			
Minnesota				X
Mississippi				X
Missouri				X
Montana				X
Nebraska				X
Nevada				X
New Hampshire				X
New Jersey				X
New Mexico				X
New York		X	X*	
North Carolina				X
North Dakota				X
Ohio	X			
Oklahoma				X
Oregon	X			
Pennsylvania	X			
Rhode Island	X			
South Carolina				X
South Dakota				X
Tennessee				X
Texas				X
Utah	X			
Vermont				X
Virginia			X	
Washington	X			
West Virginia				X
Wisconsin	X			
Wyoming				X

*New York counted twice because program has been changed significantly.

effort in the near future. There is some unavoidable ambiguity in the classifications. For example, Florida is listed as having an ongoing program because the legislation remains on the book, but no appropriation was made for it in FY 1974.

Most states (thirty-two) have never initiated a separate compensatory program that fits our broad definitions. Three states have had some type of program which has now expired. Fourteen states have state level compensatory programs at present, two more states report that such programs are anticipated, and New York anticipates substantially changing its program.

Legislation on Funding

States may choose from alternative forms of funding distribution as shown in Table 2. Eight states having competitive grant compensatory education programs are California (the Miller-Unruh and several other components), Colorado, Delaware, Hawaii (Act 4), Pennsylvania, Washington [Urban, Rural, and Racial Disadvantaged (URRD)], and Wisconsin. Such programs seem to lend themselves to greater administrative control and better evaluation. States with formula-based grants include California [Educationally Disadvantaged Youth (EDY)], Connecticut, Florida, Hawaii [Comprehensive School Alienation Program (CASP)], New York, Ohio, Rhode Island, Virginia, Utah, and Washington (Culturally Disadvantaged Program).

Two states, Michigan and Rhode Island, have legislation that explicitly ties their state compensatory education programs to programs funded under ESEA Title I. The connection is implicit in several other states because the factors used in funding formulas are identical to those used for determining Title I allocations. Some states use joint applications and evaluations to facilitate comprehensive planning.

Table 2

TYPE OF FUNDING LEGISLATED FOR
COMPENSATORY EDUCATION PROGRAMS BY STATE

	Competitive Grant Program	Formula-Based Program	Participation by All Districts In the State
California			
EDY Program	No	Yes	No
Miller-Unruh	Yes	No	No
Sec. Demo.	Yes	No	No
Teacher Ed.	Yes	No	No
Child Dev.	Yes	No	No
Early Child.	Yes	No	No
State Presc.	Yes	No	No
Teacher Em.	No	Yes	No
Project SEED	Yes	No	No
Connecticut	No	Yes	Yes
Colorado	Yes	No	No
Delaware	Yes	No	No
Florida	No	Yes	Yes
Georgia	--	--	Yes
Hawaii			
CSAP	No	Yes	Yes
Act 4	Yes	No	No
Maryland			
Density Aid	No	Yes	No
Section 106	No	Yes	Yes
Massachusetts	No	No	No
Michigan			
Section 48	Yes	No	No
Section 3	Yes	No	No
New York			
Urban Ed.	No	Yes	No
Chapter 241	No	Yes	Yes
Ohio	No	Yes	No
Oregon	No	No	No
Pennsylvania	Yes	No	No
Rhode Island	No	Yes	Yes
Utah	No	Yes	Yes
Virginia	No	Yes	Yes
Washington			
URRD	Yes	No	No
Culturally Dis.	No	Yes	Yes
Wisconsin	Yes	No	No

Criteria for Students and LEAs Served

Requirements for participation and eligibility vary widely among the states, and no two state-financed compensatory education programs are identical. Several state programs limit participation to precise categories of disadvantaged students such as dropouts or children of non-English speaking parents. Some state laws use broader definitions of "disadvantage" derived from economic and cultural criteria; others use a definition based on achievement levels.

This variation also occurs in the identification or selection of participating districts, as was alluded to above. Only eight states--Connecticut, Florida, Maryland, New York, Rhode Island, Utah, Virginia, and Washington--currently have laws that target state compensatory education funds to all school districts in the state. Most states attach student enrollment, number of disadvantaged, or other numerical or percentage requirements for district eligibility.

The programs in Maryland, Massachusetts, Michigan, and Oregon are difficult to categorize. The Maryland legislation does not specify how funds will be distributed. Massachusetts law permits a reimbursement for "reasonable costs" expended in operating a transitional bilingual education program; there is no set formula nor is the program competitive since any district with twenty or more children of limited English-speaking ability in a single language classification must participate. Michigan's Section 3 law includes a formula for determining the number of children needing compensatory education; however, because of concentration, not all districts with such children receive funds. Oregon's legislation is very general; in effect, it is a direct grant to Portland.

Some of the legislation, notably in Georgia, in Hawaii's CASP, and in Maryland, leaves decisions regarding program participation, criteria, and areas of concentration to the discretion of either the State Superintendent of Public Instruction or the State Board of Education.

If a trend in state compensatory education legislation is emerging, however, it appears to be toward the more politically viable statutes that provide some money for everyone. New York's 1974 legislation providing additional allotments for disadvantaged students to all districts replaced the previous Urban Education Program that had provided funds to only a portion of the districts. Background information indicated that the failure of the Colorado legislature to continue that state's compensatory education legislation resulted, in part, from the law's restrictive nature; bills pending in both houses of the Colorado legislature would provide broader funding for compensatory education.

Appropriations and Spending Levels

Table 3 details the information obtained about both appropriations for state-funded compensatory education programs and the size of the populations served. In the period 1973-1974, state budgets for these programs ranged from $6 million in Utah to $138 million in California.

Perhaps a more helpful way to approach these figures, however, is by comparing the budgets of each state compensatory program to the size of its ESEA Title I allocation. (Here the comparison was made between the 1974-75 state budget and the 1973-74 Title I allocations.) The lowest ratio of state to federal funds was found in Pennsylvania, where the ratio was 1/80. More typical funding levels were approximately 10-40% of the Title I allocation, as in Wisconsin and Connecticut. Hawaii combines approximately equal parts of state and local funds in its CSAP program, while the highest ratio was found in California which spends a state budget of 120% of the Title I allocation.

A comparison of per pupil expenditures in these special programs among states also would be informative, but this remains a difficult task. Estimates of per pupil expenditures can be made by dividing total

Table 3

STATE COMPENSATORY EDUCATION PROGRAMS: ALLOCATION OF FUNDS AND ESTIMATED POPULATION SERVED
(1973-1974)

State	Number of Participating LEAs	Number of Children Served	State Appropriation FY 1974	State Appropriation FY 1975	ESEA Title I Allocation FY 1974	Estimated Per-Pupil Expenditures* (FY 1974)
[redacted]					$160,274,995	
[redacted]			981,180,000	$81,300,000		
[redacted]	265		18,303,750	15,692,625		
[redacted]			12,985,352	3,045,000		
[redacted]			750,000	142,000		
[redacted]			23,678,500	19,400,000		
[redacted]			12,500,000	40,000,000		
[redacted]			23,314,000	19,805,000		
[redacted]			6,500,000	0		
[redacted]			355,000	0		
[redacted]	163	Est. 37,000	7,000,000	7,000,000	17,271,134	189
[redacted]	69	8,363	0	0	14,581,384	
[redacted]	7	1,400	0	0	2,721,680	
[redacted]	67	239,999	0	0	40,974,84	
[redacted]	100	--	0	0	44,699,61	
[redacted]					4,751,550	
[redacted]	7	3,914	2,274,590	2,274,590	--	583**
[redacted]	15**	2,651	341,750	341,750	--	137
[redacted]					24,043,173	
[redacted]	1	182,000	9,100,000	13,490,000		74
[redacted]	23	Est. 28,000	0	0		
[redacted]	40	Est. 10,000	2,580,000	4,000,000	32,964,735	400
[redacted]					73,945,674	
[redacted]	19	Est. 1,000	500,000	750,000		750
[redacted]	67	112,500	22,500,000	22,500,000		200
[redacted]					247,563,367	
[redacted]	60	590,251	47,500,000	0		
[redacted]	754	Est. 600,000	0	Est. 146,000,000		
[redacted]	30	1,492,744	33,357,400	Est. 53,900,000	54,911,401	97
[redacted]	1	6,460	1,000,000	1,000,000	13,205,109	166
[redacted]	17	--	1,000,000	1,000,000	80,935,205	
[redacted]	40	Est. 14,450	2,000,000	2,000,000	5,891,099	142
[redacted]	40		600,000	600,000	5,634,606	
[redacted]	140	17,210		5,163,000	35,677,248	303
[redacted]					20,472,510	
[redacted]	39	Est. 46,000	4,461,021	4,786,779		104
[redacted]	21*	--	3,631,535	3,743,401		
[redacted]	150*	Est. 2,700	600,000	3,100,000	24,029,151	1,186

[redacted] state-funded program only.

[redacted] program. ESEA Title I children statistics are for the last year of operation.

[redacted] program.

[redacted] $1,052,845 in Federal funds.

[redacted] Title I funds.

[redacted] of programs includes those from LEAs and other agencies.

[redacted] Law 93-380.

state allocations by the number of children served as shown in the last column of Table 3. These are rough estimates, however, since in many cases the states were unable to furnish accurate counts of the population served. In the 13 programs for which some rough calculation could be made, the majority (7) appear to be adding between $100 and $200 per child to regular district expenditures. Unusually high expenditures of $750 per pupil in Michigan's Section 3a program appears to be related to its population definition (current or potential juvenile delinquents). The extraordinary figure of $1,186 per pupil in Wisconsin appears to reflect start-up costs incurred during the first year.

Although reliable long-term trends cannot be derived from two years of data, some general impression of the direction of funding levels can be obtained. Comparing 1973-74 allocations with those for the following year reveals major increases in the level of state funding in six programs; nine other programs remained at approximately the same funding level. The level of funding in California underwent a major decrease, but still remained above the level of its Title I allocation. Four programs were discontinued. Thus, state compensatory education programs seem generally to be holding their own and perhaps showing a slight trend toward increased funding levels.

Effectiveness of Compensatory Services

Evaluation data are more scarce and less reliable than the basic statistical information. California mandated extensive evaluation for its EDY program, but not for its other programs; and only California and Washington have provisions for any type of longitudinal study of their compensatory education programs. These same two states and Michigan are alone in setting priorities for the state programs and requiring the use of performance objectives. Because no precise requirements are set for

program content, either within or among states, there can be little precision in evaluation format or standardized testing. Thus, a composite evaluation of the state projects is impossible.

State-Funded Bilingual Programs

The 1970 U.S. Census indicated that more than seven million children between the ages of three and eighteen come from homes in which a language other than English is spoken. Passage of Title VII of ESEA drew attention to the need for bilingual education if non-English speaking children and students of limited English-speaking ability were to benefit from their public school education and if children from non-Anglo minority cultures were to be provided with appropriate curricula.

Although two states (Illinois and New York) passed legislation relating to state-sponsored bilingual education in the late 1960s, these programs were not actually implemented until several years later and are thus a phenomenon of the 1970s. Since 1971, two or three states each year have instituted bilingual programs. Twelve states now have such programs, and legislation is pending in three more. Table 4 lists these fifteen states and the year of implementation of existing programs.

Legislation on Programs and Funding

Legislation regarding the source and use of funds to support bilingual programs varies greatly. In Massachusetts, Illinois, Texas, and New York, funding to cover the costs of bilingual programs over and above ordinary expenditures is provided almost entirely by the state. In New York this money is obtained through a state-wide tax levy. New Jersey provides state funds to cover a small proportion of such excess costs, but expects that districts will bear the major burden out of local funds. Legislation in California directs that district level bilingual programs will be

Table 4

STATE-FUNDED BILINGUAL PROGRAMS

State	Year of Implementation
California	1972
Colorado	*
Florida	*
Illinois	1972†
Louisiana	1971
Massachusetts	1971
Michigan	1974
New Jersey	1975
New Mexico	1971
New York	1973§
Oregon	*
Pennsylvania	‡
Rhode Island	1974
Texas	1973

*Legislation now pending.

†Legislation just passed 1968, not implemented until 1972.

‡Program without specific legislation.

§Legislation just passed 1969, not implemented until 1973.

completely supported by state funds during the first year, with the district assuming increasing proportions of the costs during a four-year period. Thereafter, programs will be maintained solely by district budgets.

Considerable ambiguity exists both within states and among states regarding the specific objectives and content of programs. Legislation in Illinois, Massachusetts, Michigan, and New Mexico specifies that the intent of bilingual education is to provide a transition to full English competency. Other state programs, such as those in California, New York, Louisiana, and Texas place much greater stress on developing high skill levels in a student's non-English language and on strengthening awareness of and participation in the nonmajority culture. In a number of states, this confusing issue apparently is not addressed directly, but is left to district preference or to the process of selecting from among overlapping and contradictory dictums in the legislation.

Criteria for Student and District Participation

Some definition of student eligibility for a bilingual program ordinarily is included in the state level enabling legislation and usually takes one of two forms. The first form stresses the identification of the child's home language. Children shall be counted if they cannot speak English, have limited English-speaking ability, or if the language spoken at home is not English. New Mexico, New York, and Pennsylvania follow this format. The second form stresses the issue of whether a child's bilingualism creates difficulties in performing ordinary classwork in English. Michigan, Illinois, Massachusetts and Rhode Island follow this pattern. California extends its bilingual program so that if a given number of qualifying students are identified at a given grade level, all the students enrolled in that grade shall receive bilingual instruction.

Legislation frequently specifies that bilingual programs are to be conducted only in the elementary grades; Illinois, Massachusetts, and New Mexico further specify that programs are to be conducted in the primary grades (1-3).

Criteria for district participation are fairly standard. The most common mandate is that districts shall sponsor bilingual programs if they have twenty or more students who qualify under state definitions. New Jersey, New York, and Massachusetts require that districts provide bilingual programs if they have twenty or more bilingual students. Rhode Island specifies twenty such students in a single class; Michigan specifies twenty such students in a single language group; Texas specifies twenty students in a non-English language group in a single grade.

Appropriations and Spending Levels

Table 5 outlines the information we were able to obtain about allocations for state-funded bilingual education programs and the size of populations served. Calculation of per pupil expenditures is hindered again because states often lack information about the size of participating district populations. In some cases, however, legislation or guidelines specify the dollar amount to be provided per participating pupil so that population figures can be derived.

The general pattern which emerges indicates two roughly defined approaches to supplementary funding. In the first group, California, Illinois, Massachusetts, and New Mexico provide approximately $300-$350 per bilingual student. This suggests that a program is being provided in which a major portion of the participating students' education is bilingual. On the other hand, Louisiana, New Jersey, and Texas seem to supply about $21, $11, and $54 per pupil. We do not know how these programs differ from their more liberally funded counterparts.

Table 5

CURRENT ALLOCATIONS FOR STATE-FUNDED
BILINGUAL PROGRAMS

State	Number of Participating LEAs	Number of Children Served	Appropriation (FY 1975)	Per Pupil Expenditure
California	72	25,000	$4,000,000	$160*
Illinois	†	23,000	8,000,000	350*
Louisiana	33 parishes (225 schools)	60,000	1,300,000	21*
Massachusetts	40	(8,000 - 16,000)	4,000,000	250-500
Michigan	†	†	†	†
New Jersey	NW program 40	22,000	250,000	11*
New Mexico	66	14,724‡	1,000,000	308
New York§	20	†	1,500,000 BI 3,749,974 UE	†
Total New York			$5,249,974	
Pennsylvania	100	12,000	-0-	†
Rhode Island**				
Texas	†	25,000	1,350,000††	54*

*Estimated from other figures provided.

†No information available.

‡3246 FTE.

§New York FY 1974: 14 LEAs, 35,000 participants.

**Not implemented; $50,000 allocated for in-service teacher training.

††Half of 2.7 for 1973-75.

Table 6

ALLOCATIONS TO STATE-FUNDED BILINGUAL PROGRAMS: FY 1971-76

State	FY 1971	FY 1972	FY 1973	FY 1974	FY 1975	FY 1976
California			$1,000,000	$4,000,000	$4,000,000	$4,320,000 4 mill. +8%
Illinois	$200,000	$ 200,000		2,370,000	8,000,000	
Louisiana			500,000	500,000	1,300,000	
Massachusetts		1,500,000	2,500,000	2,500,000	4,000,000	
New Mexico		100,000	300,000	700,000	1,000,000	
New York				5,300,000		$8,000,000

In general, funding for bilingual programs has increased steadily over the past several years, as shown in Table 6. The most dramatic increase has taken place in Illinois where bilingual education appropriations were raised from $200,000 in 1971 to $8,000,000 in FY 1975. In several states, marked increases in funding have accompanied major changes in legislation and program design.

Effectiveness of Services

State legislation for bilingual education programs usually outlines a set of general objectives for the programs. Many of these objectives, however, such as "effectively developing the children's self-image" and "understanding the value of nonmajority cultures" are exceedingly hard to measure. Illinois specifies evaluation procedures and has established a state control group of 700 students. Pennsylvania calls for yearly evaluation that is directly tied to its parent participation component. Findings of the Louisiana 1972-73 evaluation of bilingual English-French education were generally favorable to the program.

II ONGOING STATE COMPENSATORY EDUCATION PROGRAMS

This section is intended to present the current status of state-financed compensatory education in sixteen states that have programs designed for children with educational disadvantages caused by economic, cultural, and linguistic problems at the elementary and secondary level. The legislation mandating compensatory education varies extensively among the states. Moreover, some of the mandates are so recent that data are often incomplete or unavailable. Furthermore, the wide range in state guidelines, eligibility requirements, funding, flexibility, and definition of terms makes the use of a single format ineffective in presenting the situation within each state.

From a study of the legislation and the compensatory education programs of the various states, however, a number of factors emerge. First, if any trend is detectable in state compensatory education legislation, it is the political viability in the statutes to provide some funding for everyone rather than restricting it either to urban districts, student enrollment, or other such eligibility requirements.

The following tabulation exemplifies the trend in increased program funding.

State	Increases in Funding	
	1973-1974	1974-1975
Maryland	$ 9,100,000	$13,490,000
Massachusetts	2,500,000	4,000,000
Michigan	500,000	750,000
Ohio	33,337,400	53,000,000
Wisconsin	600,000	3,100,000

Finally, a specific evaluation requirement is either lax or lacking in many of the state guidelines, regulations, and legislation. This would merit consideration not only to determine past program effectiveness, but also to establish essential criteria for meeting additional needs.

CALIFORNIA

To provide a brief perspective of the overall status of compensatory and bilingual education programs in the State of California, the data from Section I are presented in capsule form in Table 7 below.

Table 7

DATA SUMMARY OF STATE COMPENSATORY AND BILINGUAL EDUCATION PROGRAMS: CALIFORNIA

Program	Data Summary	
	Description	Funds
Compensatory education	Ongoing	
Participating LEAs (Miller-Unruh)	268	
EDY	No Data	
State appropriation (1974-75)		$179,384,625
Title I allocation (ESEA)		140,274,995
Total funds		$319,659,620
Category	Formula-based program	
Bilingual education	Separate program	
Reimbursement for local school districts		$350 to $550
Funding	State-stipulated	
Legislation passed (year)	1972	

Legislation

Portions of the history of California's State Compensatory Education Program preceded the passage of Title I of the Elementary and Secondary Education Act (ESEA) in 1965. Funded by the Ford Foundation in 1962 and 1963, pilot projects for disadvantaged children in San Francisco

proved to be successful. Subsequently, the State legislature approved Senate Bill 28, the McAteer Act of 1963. Under the act, the State Department of Education awarded funds to certain school districts for pilot projects in compensatory education. In 1964, another McAteer Act was passed that provided funds for "enriching experiences" for disadvantaged youth in 27 California school districts.

In 1965 the State Legislature created a Division of Compensatory Education within the State Department of Education to administer both the McAteer Act and Title I, ESEA. The major programs legislated and some of the other laws dealing with compensatory education in California but of less importance because of funding and the number of children served are discussed below.

Programs and Funding

California's current compensatory program consists of seven major programs listed below.

- Educationally Disadvantaged Youth (EDY)
- Child Development
- Secondary Demonstration
- Miller-Unruh Basic Reading Act
- Early Childhood Education
- Teach Education and Professional Development
- State Preschool.

The EDY is the largest of the seven programs.

In addition to the seven major programs, a number of other components are funded as a part of compensatory education. These are discussed in more detail later, but are included here with the major programs in Table 7 to indicate the level of funding.

California school districts use a single application to apply for funds in five of the programs listed above, plus Title I and II of ESEA.

Table 9

FUNDING FOR CALIFORNIA'S STATE COMPENSATORY EDUCATION PROGRAMS
1965-1975

Fiscal Year	EPF	Reading Specialists	Reading Aides	Early Childhood Education	Teacher Employment	State Preschool	Child Development	Summer Intersession	Teacher Education	Project [illegible]	School Planning
1965-66						$ 1,402,259					[illegible]
1966-67		$ 1,348,986				3,302,925		$ [illegible]			
1967-68		7,468,885				3,750,[illegible]		[illegible]			
1968-69		15,344,096				1,863,[illegible]		[illegible]	$ [illegible]		
1969-1970		21,853,906				3,[illegible]		[illegible]	[illegible]		
1970-71		17,877,437			$ 9,[illegible]	3,[illegible]	$[illegible]	[illegible]	[illegible]		
1971-72		17,855,000			9,500,000	5,222,[illegible]	[illegible]	[illegible]	[illegible]		
1972-73		18,149,575	$ 57,505		9,500,000	5,328,457	[illegible]	[illegible]	[illegible]	[illegible]	
1973-74	$61,190,000	18,150,000	153,750	$12,500,000	9,500,000	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	
1974-75*	81,300,000	15,744,625	243,000	7,500,000	-0-	[illegible]	[illegible]	[illegible]	-0-	-0-	

*Estimates.

Moreover, a district may use both Title I EDY funds and other State education funds to finance its compensatory education program.

Program Regulations

California's Regulations for Consolidated Categorical Aid Programs are relevant to most compensatory education programs. The regulations cover the Miller-Unruh Basic Reading Program, Early Childhood Education Programs, Title I ESEA, the Teacher Employment Program, Title II ESEA, EDY, and State Preschool Programs. They require a needs assessment of eligible children, a comprehensive plan designed to meet the needs of the target population, and parental and community participation. The regulations generally require school districts to rank schools and select students for all programs on the basis of educational criteria; each program also has some specific selection requirements.

Guidelines and evaluation formats for the seven programs also are consolidated. Thus, the guidelines for EDY, like those for Title I, ESEA, include provisions for needs assessment, comparability, performance objectives (at the classroom, school, and district levels), and parent and community participation, including both school and district advisory committees. Both EDY and Title I, ESEA require local districts to maintain existing local resources for meeting the needs of educationally disadvantaged students.

Educationally Disadvantaged Youth Program

In reviewing compensatory education in California in the fall and winter of 1972, the State legislature concluded that "because of differences in family income, differing language barriers, and pupil transiency, differing levels of financial aid are necessary to provide quality education for all students." Thus, in Senate Bill 90, the legislature passed

the Educationally Disadvantaged Youth (EDY) Program. The program is similar to Title I, ESEA in terms of both regulations and operations. The major distinction between the two programs, however, is that school districts use poverty criteria to designate Title I schools whereas participation in the EDY program is designated solely on the basis of educational needs.

EDY Eligibility Requirements

Three factors are used to determine a district's eligibility for EDY funds. These are:

- An index of the "potential impact of bilingual-bicultural pupils" is determined by dividing the percent of pupils in the district with Spanish and Oriental surnames and Indian students, as indicated in the annual ethnic survey of the Department of Education, by the statewide average percentage for similar districts (elementary, secondary, or unified).
- The ratio of the district's "index of family poverty," defined as the district's Title I, ESEA entitlement, is divided by its average daily attendance in grades 1 through 12; this quotient is then divided by the State average index for family poverty in similar districts.
- The ratio of the district's "index of pupil transiency," as computed by the relationship of the district's average daily attendance to total annual enrollment, is divided by the State average index for pupil transiency in similar districts.

The data for an average elementary school district receiving EDY funds under the California program are shown in the following tabulation.

Data Number	Data Specification	Figure
1	Average daily attendance (ADA)	2,141
2	Enrollment	3,365
3	Number of Spanish surnamed students	551
4	Number of Oriental students	35

Data Number	Data Specification	Figure
5	Number of American Indian students	5
6	Total number of pupils	3,696
7	Title I grant	73,624
8	Number of children in families receiving Aid to Families with Dependent Children (AFDC) according to Title I application	120

On the basis of these data, the following calculations can be made The poverty index is thus:

$$\frac{\frac{\text{Title I grant}}{\text{A D A}}}{\text{State average}} \quad \text{or} \quad \frac{\frac{73624}{2141}}{26.7337} \quad \text{or} \quad 1.2363$$

The bilingual index is:

$$\frac{\frac{\text{Data Nos. } 3+4+5}{\text{Total pupils}}}{\text{State average}} \quad \text{or} \quad \frac{\frac{591}{3696}}{0.1796} \quad \text{or} \quad 0.8903$$

The transiency index is:

$$\frac{\frac{\text{A D A}}{1 - \text{Enrollment}}}{\text{State average}} \quad \text{or} \quad \frac{\frac{2141}{1-3365}}{0.1479} \quad \text{or} \quad 2.4594$$

Hence, to determine whether the district is eligible to receive EDY funds, the average of the above three factors must be 1.0 or above. The sum of the above ratios is 4.360; divided by three, it is 1.5453 and thus is greater than the minimum standard for EDY funds.

In allocating EDY resources within the school district, the local educational agency must rank attendance areas according to educational need, with funds allocated first to elementary schools with the greatest

needs. Schools participating in EDY programs do not necessarily have Title I, ESEA programs as well, because after several years of compensatory education programs, the achievement levels of students in some Title I schools may be above a district's cutoff mark for EDY funds: this does not mean EDY schools may not receive Title I, ESEA services--it is a matter of local priorities.

Miller-Unruh Basic Reading Act

The purpose of the Miller-Unruh Basic Reading Act, which became law on July 14, 1965, was "the prevention of reading disabilities and the correction of reading disabilities at the earliest possible time in the educational career of the pupil." The intent of the act has remained the same, but subsequent amendments have changed the method of state funding, eligibility requirements, the system of priorities for distributing funds, and the in-service responsibilities of specialist teachers. Moreover, a proposal has been made to combine the Miller-Unruh program with California's Early Childhood Education Program over the next five years.

The law provides that all California school districts maintaining grades 1, 2, and 3 may apply for funds, with priority being given to projects financed during the previous fiscal year. Each participating school may employ one reading specialist for each 125 units of average daily attendance. More specialists may be hired if a specified percentage of pupils score low on the state-adopted reading tests given annually in grades 1, 2, and 3.

A provision for the employment of bilingual aides in schools with a Miller-Unruh reading program was signed into law AB 612, on August 11, 1972. According to the law, eligible schools are those where "fifteen percent or more of the pupils live in homes in which a language

other chan English is the primary language and ... (where) not less than thirty percent of the pupils score in the lowest quartile in the first grade reading test." An eligible school may hire one bilingual aide for each reading specialist.

Other Components

In addition to the EDY program and the Miller-Unruh Basic Reading Act, California's State compensatory education program includes five other components. These are Secondary Demonstration Programs in Reading and Mathematics, Teacher Education and Professional Development, Child Development, State Preschool, and Early Childhood Education. Data on the appropriation levels for each of these programs are included in Table 7.

Teacher Employment--Begun in 1970, this was designed to reduce the teacher:pupil ratio in selected elementary schools to 1:25. The compensatory education staff in the State Department of Education designates those areas in the State that have the most concentrated poverty/social tension for participation in the program. If teachers are unavailable, then 25 percent of a school district's teacher employment allocation may be used to reduce the adult:pupil ratio to 1:20. During the 1973-74 school year, 37 school districts received teacher employment funds. The program was line vetoed out of the budget for the 1974-75 school year.

Child Development--The child Development program promotes innovations in the care of preschool children. Demonstration projects, including satellite homes and centers for improving parent effectiveness, encourage new approaches in infant care and the care of handicapped and sick children and expand the education component of traditional day care arrangements.

Early Childhood Education--Beginning in 1973, the State legislature targeted a portion of the State's funds for educationally disadvantaged children.

Secondary Demonstration--In 1973-74, twenty-four junior high schools in California received State compensatory education funds to develop demonstration programs in math and reading. The programs must be cost effective in meeting the needs of educationally disadvantaged secondary students.

Teacher Education and Professional Development--The program funds in-service training programs designed to promote competency-based education throughout California. The program has two components:

- Recruiting people from low socioeconomic backgrounds and from minority groups to serve as teachers for disadvantaged children.
- Retraining school personnel to make their teaching of disadvantaged children more effective.

Project SEED--Four California school districts participated in Project SEED, a program designed to demonstrate the ability of educationally disadvantaged elementary school children to perform in the area of abstract mathematics. The project operated in fiscal years 1973 and 1974, and funding has been discontinued since 1974.

School Housing--Senate Bill 28 approved spending $35 million for building or remodeling schools in areas with high concentrations of disadvantaged children. This is the School Housing portion of California's compensatory education program. The legislation was passed in 1963, but money was not appropriated until the 1965-66 school year.

An attempt is being made to finish allocations and expenditures under this program by June 30, 1975. No funding is available after this date.

Evaluation Reporting

The evaluation reporting for almost all compensatory education programs in California, whether Federally- or State-funded, is consolidated in a 37-page format to be completed annually by each district. Since 1973-74 was the first year of the EDY program, no evaluation is as yet available. When evaluation for the 1973-74 school year is complete, however, an evaluation of any single compensatory education program would be difficult because most districts used funds from various sources to finance their programs for educationally disadvantaged children.

The evaluation of California's compensatory education efforts in 1972-73, the last year for which complete data were available, indicated that students received more than a month's growth in reading skills for each month of instruction. An average of 11 percent of project participants moved out of the lowest quartile of the distribution on standardized tests between pre- and post-testing. In mathematics, a majority of the compensatory education students achieved gains equal to, or greater than, one month's growth for each month's participation in the program.

CONNECTICUT

To provide a brief perspective of the overall status of compensatory and bilingual education programs in the State of Connecticut, the data from Section I are given in capsule form in Table 9.

Table 9

DATA SUMMARY OF STATE COMPENSATORY AND BILINGUAL EDUCATION PROGRAMS: CONNECTICUT

Program	Data Summary	
	Description	Funds
Compensatory education	Ongoing	
Participating LEAs	163	
Number of children served	37,000 (est.)	
State appropriations (1974-75)		$ 7,000,000
Title I allocation (ESEA)		17,271,134
Total funds		$24,271,134
Category	Formula-based program; all districts	
Reimbursement (above normal per pupil allotment)		$ 300
Bilingual education		
Funding	State-stipulated as part of compensatory funding	

Legislation

The authorizing legislation for Connecticut's state-financed compensatory education program preceded the passage of the ESEA by several

months. In February 1965, the State legislature passed Section 10-266, the State Act for Disadvantaged Children (SADC), to assist local school districts "in furnishing special educational programs or services designed to improve or accelerate the education of children whose educational achievement has been or is being restricted by economic, social, or environmental disadvantages ...."

Definition of Terms

The law defines educationally deprived children as "children from families with annual incomes of less than four thousand dollars or children receiving state aid for dependent children." The original legislation provided only for the participation of educationally deprived children attending public schools; a 1967 amendment extended eligibility to children in private schools. The 1973-74 Guidelines for Compensatory Education Programs in Connecticut defined an educationally deprived child as "one whose educational achievement is restricted because of economic, linguistic, or environmental isolation."

Guidelines

The purposes of SADC are similar to those of Title I, ESEA--meeting the serious educational needs of disadvantaged children. In 1973-74, 70 percent of SADC funds were used in programs jointly funded with Title I money. Application, evaluation, and financial reporting formats for the two programs are identical, and the State Department of Education issued joint guidelines to cover Title I and SADC programs. The major distinction between the two programs is that parental participation is not mandatory under the State-financed compensatory education program.

The guidelines emphasize four factors to be considered in planning programs for educationally deprived children. These are:

- School year programs are more effective than summer programs.
- A minimum of $300 per pupil (above normal local expenditures for each student) should be spent.
- First priority should be given to preschool programs or programs aimed at educationally deprived children in the earliest years of schooling.
- Support of participating children generally should continue for several years.

Furthermore, the legislation specified that the following types of programs may be accommodated under compensatory education.

- Preschool programs
- Remedial education
- Work-study projects
- Reductions in class sizes
- Special tutoring
- Programs for dropouts.

An example of the type of program funded under SADC is the Intensive Developmental Reading and Language Arts Program in New London. Using $98,171 in SADC funds, the program individualized reading instruction for 136 kindergarten through fourth grade students. One part-time and four full-time teachers, a speech therapist, a social worker aide, and a teacher's aide worked with participating children in small groups for about one hour daily. The program was designed to improve the children's image of themselves as learners and to increase their reading skills. A variety of learning equipment was made available to help teachers individualize instruction.

Funding

Connecticut committed approximately $54 million in State funds from 1966 to 1973 for compensatory education. In 1966, the first year of the

program, SADC funds totaled less than $4 million; they rose to a high of $8.5 million in fiscal years 1969 and 1970, but dropped to $7 million in fiscal years 1972 and 1973 because of a massive reduction in State spending.

A 1967 amendment to SADC provided for special cooperative compensatory education programs between suburban and innercity schools. The legislature made $500,000 available annually for the intercommunity compacts. The sending district, the district legally responsible for the education of the deprived child, receives a grant to finance program costs and in turn pays tuition for participating children to the receiving district. In addition to the tuition fees, the receiving district also receives a State grant to cover half the cost of transporting the students or $80 per pupil, whichever is less.

SADC funds for the 1973-74 school year included $6.1 million for programs for educationally deprived children in public schools, $0.4 million for children in private schools, and $0.5 million for intercommunity compacts. Table 10 shows a breakdown of SADC and Title I, ESEA funds in Connecticut from 1966 to 1974.

Eligibility Requirements

Under SADC provisions, all of Connecticut's 163 local school districts receive a portion of the annual State compensatory education funds. The law provides that a district's allotment should be determined by multiplying the total SADC appropriation ($7 million for fiscal year 1974) "by the average of the percentage representing the ratio of the number of families in the community with incomes of less than four thousand dollars per annum to the total number of such families in the state and the percentage representing the ratio of the number of children in the community receiving aid to dependent children

Table 10

FUNDING AND NUMBER OF PUPILS SERVED IN SADC AND TITLE I, ESEA PROGRAMS IN CONNECTICUT, 1966-74

Year	Recipient	SADC		Title I ESEA	
		Pupils	Dollars*	Pupils	Dollars
1965-66	Public	51,741	$3,447,381	44,709	
	Nonpublic			2,788	$ 5,184,050
1966-67	Public	42,576	6,094,955	46,743	
	Nonpublic			4,406	$ 7,449,810
1967-68	Public	45,021	5,867,359	61,612	
	Nonpublic	4,167	229,910	2,404	7,791,902
1968-69	Public	40,132	6,106,978	41,433	
	Nonpublic	4,546	532,794	3,496	7,256,003
1969-70	Public	38,067	7,689,639	39,075	
	Nonpublic	3,832	498,167	4,444	10,278,799
1970-71	Public	30,335	7,388,752	38,319	
	Nonpublic	2,430	485,922	2,888	10,788,070
1971-72	Public	26,189	5,598,152	39,531	
	Nonpublic	2,238	366,094	2,091	12,290,094
1972-73	Public	33,514	6,191,450	37,603	
	Nonpublic	2,077	406,250	2,007	11,538,264
1973-74	Public	31,708	6,100,000	38,477	
	Nonpublic	1,774	400,000	2,177	12,089,019

*Does not include $500,000 annually, beginning in 1967-68, for intercommunity compacts.

to the total number of such children in the state." Thus, grants are determined by using AFDC and poverty data. Although each school district automatically qualifies for a portion of the annual SADC appropriation, it must apply for the funds to the State Department of Education. In January, the State may redistribute any funds which have not been requested by eligible districts.

Program Evaluation

Both the State Act for Disadvantaged Children and Title I, ESEA require that local compensatory education programs be evaluated annually. Whereas 70 percent of these programs involve both Federal and State funds, the evaluations are often inseparable. In 1972-73, the latest year for which data were available, 54,199 students received services provided with $18,135,964 in State and Federal compensatory education funds, excluding $500,000 for intercommunity compacts.

Data from 30 programs offering language arts instruction to 1,327 preschool and kindergarten children showed that 74 percent of the participants showed average rates of growth exceeding their average chronological age development. Pre- and post-test information from 70 math programs serving 2,796 students in grades 1 through 11 indicated that in 64 percent of the programs pupils on the average achieved at a rate exceeding a year's growth for each year of instruction. In 65 percent of the 239 reading programs evaluated, students exceeded a year's growth in one year.

FLORIDA

To provide a brief perspective of the overall status of compensatory and bilingual education in the State of Florida, the data from Section I are given in capsule form in Table II.

Table II

DATA SUMMARY OF STATE COMPENSATORY AND BILINGUAL EDUCATION PROGRAMS: FLORIDA

Program	Data Summary	
	Description	Funds
Compensatory education	Ongoing	
Participating LEAs	67	
Number of children served	239,999	
State appropriation		Not appropriated in 1974
Title I allocation (ESEA)		40,974,842
Category	Formula-based program	
Bilingual education	Legislation pending	

Legislation

Of all the State-financed compensatory education programs, Florida's program perhaps has the most direct relationship to Title I, ESEA. The program began in 1973 as a direct result of uncertainty over Title I funding, and the State appropriation appears to be linked to Florida's Title I allotment.

During fiscal year 1973 Florida, like most other States, did not receive its full Title I entitlement of $26,968,254. More than $2 million

of the money was impounded by the Federal Government--money school districts in Florida had already obligated to cover the costs of their Title I programs. Compensatory education had made a significant impact on Florida schools. Thus, to alleviate worry over continued Federal funding and to help stabilize local school districts' commitment to compensatory education, the State legislature passed a law obligating State funds to compensatory education. The statute read:

> A supplement to the base student cost shall be added to all full-time equivalent students in basic programs qualifying for compensatory education in accordance with criteria, including low achievement test scores, socioeconomic level, and low standard English comprehension level, established by regulations of the state board. Such regulations shall be designed to maintain consistency with applicable federal law and regulations .... For the 1973-74 fiscal year a supplement of five hundredths (0.05) multiplied by the base student cost for one full-time equivalent student shall be earned for each qualifying student in grades kindergarten through twelve.

Thus, in the phrase "to maintain consistency with applicable Federal law and regulations," the State law tied the State compensatory education program directly to Federal efforts.

Regulations

The regulations that the Florida State Board of Education developed to govern the State program made the relationship to Title I, ESEA more direct. State allocations were to be based on a count of students eligible for Title I services and each school district was ordered to use State and Federal compensatory education funds to finance a single program. Therefore, planning, application, operation, and evaluation of the State compensatory education and Title I, ESEA programs were to be done jointly.

State Funding

Under the formula outlined in the Florida law, the State would provide $29.07 in compensatory education funds for each qualifying student. In fiscal year 1973, Florida had 239,999 children in families with incomes below $4,000 (the poverty indicator for Title I, ESEA programs; in practice, however, enough money is available only to cover services to children in families with incomes below $2,000). At $29.07 per child, full funding of the State compensatory education would have required an appropriation of $6,976,767. The appropriation bill passed by the State legislature, however, provided only $5,916,192 for compensatory education. Therefore, the State Department of Education proportionally reduced the funds for each school district.

Florida's compensatory education program was funded for only one year. Hence, even though the statute remains on the books, no appropriation was made to finance the program in 1974. State legislators believed Florida school districts would receive increased Title I, ESEA funding as a result of a new Title I appropriation formula contained in the U.S. House Resolution 69; their State representatives and senators in Washington assured them that the formula was likely to be adopted. Therefore, the State legislature ordered the State Department of Education to study the status of compensatory education in Florida during the 1974-75 school year in order to determine what needs, if any, were not being met. The law authorizing the State compensatory education could then be amended and funds appropriated to cover such unmet needs.

As a result of that study, the Florida State Department of Education requested for FEFP in fiscal year 1976 a budget that is based on ten percent rather than five percent of the full-time enrollment in grades K through 3. The base student cost for one full-time equivalent student is now $745; thus, a district would receive $74.50 for each child in grades K through 3 under the proposed revision.

GEORGIA

To provide a brief perspective of the overall status of compensatory education programs in the State of Georgia, the data from Section I are given in capsule form in Table 12.

Table 12

DATA SUMMARY OF STATE COMPENSATORY EDUCATION PROGRAMS: GEORGIA

Program	Data Summary	
	Description	Funds
Compensatory education	Effective July 1975	
Participating LEAs	188	
Title I allocation (ESEA)		$44,699,611
Category	All districts participate	
Legislation passed	1974	

The Georgia State Legislature passed a comprehensive educational act early in 1974. The Act established an Adequate Program for Education in Georgia (APEG) that will take effect July 1, 1975. Section 6 of the Act calls on the State Board of Education to "promulgate rules, regulations, and standards and establish the terms and conditions necessary to implement programs of compensatory education." The Board also will estimate annually the number of children in Georgia needing compensatory education. In addition, the Board will give the estimated cost of serving these children and such figures will be submitted to the Office of Planning and Budget by September 1 of each year.

Section 18 of the Act refers to the State Board's authority to establish requirements for local school districts receiving state funds for compensatory education. The funds have not yet been appropriated for this purpose, however.

HAWAII

To provide a brief perspective of the overall status of compensatory education programs in the State of Hawaii, the data from Sections I, II, and III are given in capsule form in Table 13.

Table 13

DATA SUMMARY OF STATE COMPENSATORY EDUCATION PROGRAMS: HAWAII

Program	Data Summary	
	Description	Funds
Compensatory education	Ongoing	
Participating LEAs		
CSAP	7	
Act 4*	15	
Number of children served		
CSAP	3,914	
Act 4	2,651	
State appropriation (1974-75)		
CSAP		$2,274,590
Act 4		341,750
Title I allocation		4,751,550
Total funds		$7,367,890
Category		
CSAP	Formula-based program; all districts	
Act 4	Competitive grant program	

*Number of projects also includes those from other agencies.

Legislation

Hawaii's compensatory education program, as coordinated by the Compensatory Education Section of the Department of Education's Office of Instructional Services, incorporates both Federally and State-financed programs, including but not limited to Title I, ESEA, Follow Through, Model Cities, Comprehensive School Alienation Program (CSAP), Act 4, and Act 299. The last three are State-funded programs. The CSAP and Act 4 deal with well-defined target populations--dropouts or potential dropouts and native Hawaiians--and Act 299 provides for a model schools program. These are discussed in more detail below.

Comprehensive School Alienation Program

CSAP had several forerunners and is actually a conglomerate of three programs aimed at dropouts and potential dropouts. The first move toward compensatory education in Hawaii occurred in 1961 with the passage of Act 125, the Special Motivation Program. This Act provided school districts with funds aimed at increasing guidance, tutorial, and academic services to aliented youths to prevent dropouts. The program was expanded in February 1969, using Title I, ESEA funds. The following September, however, the State reassumed full financial responsibility for the dropout program and reorganized it as part of the Statewide Dropout Program in September 1970. The Statewide Dropout Program, in addition to the Special Motivation Program, included two Federally funded projects: the Neighborhood Youth Corps and the Vocational-Technical Work Study programs; the combined programs were retitled the Comprehensive School Alienation Program in 1971.

Definition of Terms

Youths aged 9 through 19 identified as dropouts or potential dropouts are the target population of CSAP. The State defines dropout as

"a pupil who leaves school for any reason except death before graduation or completion of a program and without transferring to another school .... Such an individual is considered a dropout whether his dropping out occurs before or after he has passed compulsory school attendance age and, where applicable, whether or not he has completed a minimum required amount of school work." The State's working definition of a potential dropout includes such factors as poor attendance, recurring referrals for behavior problems, failure in one or more grades, poor academic performance, and, in some cases, serious financial difficulties.

Program Components

The CSAP includes six components:

- Identification and reporting system to identify potential dropouts and maintain records of program participation, behavior patterns, and the like.
- Counseling and guidance by intraschool teams composed of school administrators, counselors, aides, parents, and other school and community personnel.
- Tutorial-remedial services to provide instruction to participants through modified curricula and a variety of activities. Particularly important are off-campus classes.
- Supportive services organized by part-time advisors who plan and supervise cultural and motivational activities during off-school hours.
- Work experiences that give students an opportunity to test their vocational choices and to earn money. This portion of CSAP is financed with Federal funds.
- In-service training to increase the effectiveness of program personnel in working with alienated youths.

A good example of a CSAP project is the Continuing Education Class in the Windward Oahu District. Begun in September 1970, the class offers five hours of instruction each week to an average of 25 girls forced to drop out of school temporarily because of pregnancy. The class includes

instruction in language arts, social studies, personal development, math, arts, and crafts, family foods, plant science, family clothing, and foreign language. Students remain registered in their regular schools, and continuing education teachers keep counselors at the schools up to date on each student's progress. All credits are transferrable.

Funding

CSAP resources are allocated to seven Hawaii school districts based on the dropout count and the proportion of students in the grades to be served. For the 1973-74 school year the seven districts received a total of $2,141,665 to finance 87 CSAP projects. The more than $2 million allocation included $1,089,030 in State funds authorized for the capitals Dropout Program, $991,230 in Neighborhood Youth Corps funds, and $61,405 for the Vocational-Technical Work Study program. Table 14 shows the funding levels for CSAP from 1965, when it was still limited to the Special Motivation Program, through 1974.

Eligibility Requirements

The dropout legislation is primarily fiscal in nature; the State legislature authorized the State Department of Education in Hawaii to identify attendance areas and schools with critical problems as well as the needs in these areas; and to assess existing resources, plan, and implement a statewide program.

All seven Hawaiian school districts receive CSAP funds. Grants for the projects are based on districts' dropout counts and on the proportion of students in the grades to be served.

The Hawaiian State Department of Education has developed a quick screening instrument, known as form 419-C, to identify potential dropouts.

Table 14

FUNDING OF COMPREHENSIVE SCHOOL ALIENATION PROGRAM
1965-1975

Year	CSAP*
1965-66	$ 687,970
1966-67	415,040
1967-68	374,718
1968-69	614,910
1969-70	918,156
1970-71	1,569,250
1971-72	1,711,687
1972-73	1,709,044
1973-74	2,274,590
1974-75†	2,274,590

*Includes Neighborhood Youth Corps funds, and, beginning in 1968, Vocational-Technical Work Study Program funds.

†Project figures.

After the form is completed, it includes data on family background, school attendance, academic performance, and extracurricular activities. Weights varying from -3 to +3 are applied to answers; a score of +10 or higher identifies a student as a potential dropout.

Evaluation

The guidelines for CSAP and Title I, ESEA are substantially different because CSAP serves a much more limited target population; however, both programs mandate parental participation and require specific evaluations. Staffing and funding difficulties hindered a comprehensive

evaluation of CSAP in Hawaii, but data collected manually indicated the program was successful. Most significantly, of the 487 actual dropouts served by the program during the 1971-72 school year, the last year for which evaluative data were available, 49.9 percent returned to school in September 1972. The percentage in the numbers of suspensions and dropouts throughout the State also decreased.

Act 4

The second part of Hawaii's state-financed compensatory education program is known as Act 4. Established in 1965, Act 4 is an amendment to the Hawaiian Homes Commission Act of 1920; it provides for the allocation of funds to finance educational improvement projects for the children of Hawaiian Home Lands lessees.

Funding

Act 4 provides that eight-five percent of the Hawaiian home development fund be placed in a special account "which may be drawn upon from time to time by the department of education, with prior written approval of the governor, for such educational programs as shall be directed and developed by the Department of Education after consultation with the University of Hawaii and the Department of Hawaiian Home Lands."

During the 1973-74 school year, 15 Act 4 projects served 2,651 children with $341,750 in State funds; fund requests for the year actually totaled $501,082, but appropriation limitations prevented any new projects from being funded and required some modifications in existing projects. Table 15 indicates the funding levels for Act 4 from 1965 to 1975. Five of the 15 funded projects were preschool programs. Others aimed at basic skills improvement, especially in reading and oral language, or increased motivation for learning.

Table 15

FUNDING OF ACT 4
1965-1975

Year	Act 4
1965-66	$235,513
1966-67	250,708
1967-68	226,741
1968-69	271,951
1969-70	422,034
1970-71	375,067
1971-72	341,750
1972-73	371,750
1973-74	341,750
1974-75	341,750

Eligibility Requirements

Under regulations developed by the State Department of Education, any public or private agency serving the children of Hawaiian Home Lands lessees may submit proposals to the department. Grants are awarded on a competitive basis after review of project proposals by the Education Advisory Committee which includes representatives of the Department of Education, Kamahameha Schools, the Liliuokalani Trust, Hawaiian Homestead areas, and the general community.

Studies conducted by Hawaii's Legislative Reference Bureau and other agencies indicated that Hawaiian Home Lands children had difficulty adjusting to socially competitive situations, entered kindergarten with educational deficiencies already present, had difficulty reading, and had low educational attainments. Act 4 projects, concentrating on

preschool and early elementary grade children, are designed to alleviate these educational disadvantages.

Evaluation

Like Title I, ESEA, Act 4 guidelines include provisions for parental participation, needs assessment, performance objectives, and evaluations. An interim evaluation of Act 4 projects completed in January 1974 indicated that, in general, there was noticeable improvement in participants' oral/reading skills; their attitudes toward themselves and school improved; and teachers introduced a variety of new teaching activities. Pre- and posttests documented gains of each project.

Act 299

In anticipation of Hawaii's inclusion in the Federal Demonstration Cities and Metropolitan Development Act, the State legislature in 1967 passed Act 299, the Progressive Neighborhoods Act. The Act was designed to coordinate rehabilitation efforts and to demonstrate feasible programs for rebuilding blighted areas of the State. Although the act is not limited to education and, strictly speaking, is not a compensatory education program, it does include provisions for a model schools program.

The model schools program was initiated to develop exemplary school demonstration programs aimed at making more effective use of educational resources in multi-problemed neighborhoods. Originally a model school was established in Nanakuli; it included a multipurpose library for school and community use. When the provisions of the Progressive Neighborhoods Act were amended to include Kalihi-Palama, Palolo, Waimanalo, and other areas of the State, more educational projects were developed.

These included special guidance, counseling, and tutorial services at Farrington high school and similar activities at Waianae and Nanakuli high schools.

MARYLAND

To provide a brief perspective of the overall status of compensatory education programs in the State of Maryland, the data from Section I are given in capsule form in Table 16.

Table 16

DATA SUMMARY OF STATE COMPENSATORY EDUCATION PROGRAMS: MARYLAND

Program	Data Summary	
	Description	Funds
Compensatory education	Ongoing and anticipated	
Participating LEAs		
Density Aid	1	
Section 106 (anticipated)	23	
Number of children served		
Density Aid	182,000	
Section 106	28,000 (est.)	
State appropriation		
Density Aid		$113,490,000
Title I allocation (ESEA)		27,043,173
Total funds		$140,533,173
Category		
Density Aid	Formula-based program	
Section 106	Formula-based; all districts	

Legislation

The legislation, Sections 106 A - C of Article 77, authorized the State Board of Education to establish three types of State compensatory education programs. They are:

(1) New or modified teacher training curricula designed to enable teachers effectively to identify and teach disadvantaged children.

(2) Research and consultative projects to assist State and local public school agencies in creating compensatory education projects.

(3) Evaluation, dissemination, and demonstration of compensatory education findings.

In 1972, the Maryland legislature authorized additional grants of $50 per pupil through the Density Aid program. The purpose of this program is to "provide compensatory programs for students with special educational needs resulting from educationally or economically disadvantaged environments." Because the specification of this program aimed only to areas with high-density population of more than 8,000 persons per square mile, Baltimore City had the only eligible school system in the State.

The Maryland legislature passed legislation authorizing a statewide compensatory education program in 1973. The new State program extends to the State's 23 counties the financial support for compensatory education that Baltimore City received under the Density Aid program. The statewide program also is a supplement to Baltimore's Density Aid program.

Definition of Terms

The State legislature defined disadvantaged youth as "a youth who, because of environmental conditions, is not achieving scholastically commensurate with his abilities and who must compensate for inability to profit from the normal educational program." The State requires local

school districts to design programs for students between the ages of 3 and 18 who are subject to language, cultural, and/or economic disadvantages, but who are capable of completing the regular school program.

Funding

Although the legislation was passed in 1973, the legislature did not budget any money for the program subject to recommendations by the State Department of Education. A study of compensatory education in Maryland revealed that more than 245,000 children between the ages of 3 and 17 were disadvantaged; yet 140,000 disadvantaged children did not participate in any compensatory education program.

The State Department of Education estimated that, using a per pupil expenditure of $300 to $400, it would cost approximately $42 to $56 million to provide services to all the disadvantaged children not currently served. Such an appropriation would be unrealistic; the State Department therefore requested $10 million to fund the State program for fiscal year 1976.

The original 1972 Density Aid legislation authorizing an additional $50 per pupil allotment in high-density areas was increased to $75 per pupil in 1974. The Baltimore City school system, the only system eligible for Density Aid under the original terms, received $10.8 million in fiscal year 1973 $9.1 million in fiscal year 1974 and $13.4 million for the 1974-75 school year. The new Density Aid program is now extended to include the State's 23 counties.

Baltimore City has 210 public schools; of the 118 schools eligible for Title I services, only 71 elementary schools actually receive them. All Title I-eligible schools participate in the Density Aid program. Thus, 71 of the 118 schools participating in the Density Aid program also are Title I schools. For the 1973-74 school year, Maryland schools received $40.5 million in Title I, ESEA funds.

Guidelines

Guidelines for the Title I and Density Aid programs differ in several respects. Title I projects may serve only preschool through fourth grade students and must concentrate on reading or math. Density Aid projects may serve both elementary and secondary school students and may deal with human relations, as well as reading or math.

In the first year of the Density Aid program, Baltimore schools used the funds to reduce class size, improve pupil personnel services, and introduce early childhood education programs. For the 1973-74 and 1974-75 school years, funds had to be used for one of three priorities--improvements of reading, math improvement, and improvement of human relations. No evaluation is required for the Density Aid program.

State guidelines for the section 107, Article 77 programs require that each local school district develop a comprehensive compensatory education program based on a needs assessment. Local districts are eligible to use both State and Federal funds. Hence, programs funded under Article 77 and Title I should be closely coordinated and the guidelines should be similar.

The following goals have been set for local projects that are financed under Article 77.

- Teach disadvantaged children to read.
- Stimulate children's interest in learning.
- Give children a sense of success in school.
- Help children view their school experiences positively as a means of deterring dropouts.

MASSACHUSETTS

To provide a brief perspective of the overall status of bilingual education in the State of Massachusetts,* the data from Section I are given in capsule form in Table 17.

Table 17

DATA SUMMARY OF STATE COMPENSATORY AND BILINGUAL EDUCATION PROGRAMS: MASSACHUSETTS

Program	Data Summary	
	Description	Funds
Bilingual education	Ongoing	
Participating LEAs	40	
Number of children served	10,000 (est.)	
State appropriation (1974-75)		$ 4,000,000
Title I allocation (ESEA)		32,964,735
Total funds		$36,964,735
Reimbursement (per student)		$250 - $500
Legislation passed (year)	1971	

Legislation

The Massachusetts State-financed compensatory education program, passed November 4, 1971, is designed for a limited segment of the school population. The Transitional Bilingual Education Act is to provide compensatory education for children with limited English-speaking ability. The law states:

> Therefore, pursuant to the policy of the commonwealth to insure equal educational opportunity to every child, and in recognition

*Massachusetts is included in this section because they labeled their bilingual program as a compensatory program.

of the needs of children of limited English-speaking ability, it is the purpose of this act to provide for the establishment of transitional bilingual education programs in the public schools and to provide supplemental financial assistance to help local school districts to meet the extra costs of such programs.

Definition of Terms

The law defines children of limited English-speaking ability as:

(1) Children not born in the United States, whose native tongue is a language other than English, and who are incapable of performing ordinary classwork in English.

(2) Children who were born in the United States of non-English-speaking parents and who are incapable of performing ordinary classwork in English.

Funding

The law states that local school districts will be reimbursed for transitional bilingual education programs by "the amount by which such costs exceed the average per pupil expenditure of the city, town, or the school district for children of comparable age ...." State regulations indicate an extra cost of $250 to $500 for transitional bilingual education is reasonable.

The funding level for the transitional bilingual education program was fixed at $1.5 million in FY 1972 and $2.5 million in 1973 and 1974. The appropriation for 1975 and subsequent years was fixed at $4.0 million. Priority in funding is given to transitional bilingual education programs for younger children.

Title I ESEA funds are sometimes used to supplement the state expenditures. In its regulations, the State specifically recommends

the use of Title I funds whenever possible to cover the costs of teacher aides in transitional bilingual education programs. When Title I and state compensatory education funds are used jointly, the local school district must correlate the two programs. Children participating in the program may also be receiving other services financed under Title I ESEA.

Requirements

The law makes it mandatory for any school district with twenty or more children of limited English-speaking ability in any single language classification to establish a program in transitional bilingual education. A district with less than twenty children in a classification has an option of providing transitional bilingual education. The law does not require the school district to serve limited English-speaking children who attend private schools.

By March 1 of each year, the school district is required to determine the number of children with limited English-speaking ability within each district. Furthermore, State regulations require that the census to determine this number must be conducted in the home language of the child being counted.

Regulations governing the operation of transitional bilingual education programs are explicit. The program of instruction must include three components:

- Instruction in all courses which a child is required by law to take, with such instruction given in both English and the native language of participating children.
- Instruction in the reading and writing of the children's native language and in the aural comprehension, reading, writing, and speaking of English.
- Instruction in the history and culture of the country or geographic area which is the native land of the parents of participating children.

For courses in which verbalization is not essential to an understanding of the subject matter, such as physical education, art, or music, children of limited English-speaking ability should participate jointly with their English-speaking peers.

Other regulations require that the student:teacher ratio in transitional bilingual education classes be 15:1 or, when a bilingual aide is present, 20:1. The age span in the classes, from the oldest to the youngest child, must be no more than 3 years. Also continual liaison with parents of participating students must be maintained.

The Transitional Bilingual Education Act also includes detailed requirements for the certification of teachers of bilingual education. These requirements are discussed in the full report on bilingual education.

Like Title I ESEA, the transitional bilingual education program requires parental participation. Each school district with a program must have an advisory council with a minimum membership of five parents; no council may represent more than three hundred students. The council must meet at least once a year.

Evaluation

Each school district with a transitional bilingual education program also must establish a committee with a minimum of three members to evaluate the program annually. The committee must include representatives from the school administration, the program staff, and the parent advisory council.

MICHIGAN

To provide a brief perspective of the overall status of compensatory and bilingual education in the State of Michigan, the data from Section I are given in capsule form in Table 18.

Table 18

DATA SUMMARY OF STATE COMPENSATORY AND BILINGUAL EDUCATION PROGRAMS: MICHIGAN

Program	Data Summary	
	Description	Funds
Compensatory education	Ongoing	
Participating LEAs		
Section 48	19	
Section 3	67	
Number of children served		
Section 48	1,000 (est.)	
Section 3	112,500	
State appropriation (1974-75)		
Section 48		$ 750,000
Section 3		22,500,000
Title I allocation (ESEA)		73,845,674
Total funds		$97,095,674
Category		
Section 48	Competitive grant program	
Section 3	Competitive grant program	
Bilingual education	Legislation guidelines being developed in 1974.	

Legislation

The compensatory education program in Michigan, first funded in 1964-1965, was largely unsuccessful during the first five years. Consequently, drastic changes in program eligibility requirements and program emphasis were initiated yearly from 1965 through 1970. As a result, these changes prevented any continuity of effort, caused much confusion at the local level and rendered meaningful longitudinal studies and evaluations impossible.

Therefore, the State passed the State School Aid Act of 1973-74. Section 3, the major component of the compensatory education program implemented in 1971, was extended under the Act to guarantee participation through the 1974-75 school year; Section 3 is designed to serve educationally deprived children. The purpose of a smaller component of the Act, Section 48 known as the Nonresidential Alternative Juvenile Rehabilitation Programs, is to provide remedial academic and social rehabilitation services either to prospective delinquents or to delinquents. In addition, the law for section 3 directly ties the state program to Federal compensatory education efforts with the phrase "in conjunction with whatever federal funds may be available to them (the local school districts) from the provisions of Title I of Public Law 89-10, the Elementary and Secondary Education Act, as amended."

Sections 31 through 39 of Chapter 3 of the State School Aid Act (Act No. 312) provide the legislative background for the largest component of Michigan's State-financed compensatory education program. The intent of the program, specified in Section 31, is to enable eligible districts to establish or continue "comprehensive compensatory education programs designed to improve the achievement in basic cognitive skills of pupils enrolled in grades K-6 who have extraordinary need for special assistance to improve their competencies in such basic skills and for

whom the districts are not already receiving additional funds by virtue of their being physically, mentally, or emotionally handicapped."

Section 48

The Nonresidential Alternative Juvenile Rehabilitation Program, as part of Michigan's State School Aid Act of 1973-74, was approved by the State Board of Education on October 3, 1973. In the first year of the program, 3 intermediate school districts and 16 local districts received grants totaling $500,000 to provide rehabilitation services to more than 1,000 youths. An estimated $750,000 will be available for similar programs in 1974-75.

Program participants must be referred by the courts or recommended by a screening committee composed of representatives of the juvenile courts and the schools. Programs may be designed as full-time alternatives to the regular school curriculum, part-time alternatives, or as supportive services of the regular school program.

Section 3

Section 3 differed from previous State-financed compensatory education efforts in Michigan in several ways. The State's financial commitment, which had increased gradually since 1965, reached $22.5 million, up from $16.3 million the year before Section 3 was implemented. Another major distinction was that a school district's eligibility for the program no longer was based on socioeconomic criteria, such as race, family income, or geographic location, but rather on academic deficiencies of students in the applicant district. Finally, districts receiving funds were extended guaranteed participation in the program through the 1974-75 school year.

Guidelines

The Section 3 program is actually a performance contract between the State and the 67 participating school districts. It was designed to implement the six steps of the Michigan Accountability Model:

- Identification of common goals for compensatory education.
- Adoption of student performance expectations.
- Identification of student's needs against expectations.
- Analysis of delivery of compensatory education services.
- Evaluation and testing of such services once delivered.
- Recommendation for improvement of compensatory education programs.

Unlike previous compensatory education programs in Michigan, few State regulations are imposed to control the content of local projects under Section 3. Instead, local school district personnel, in conjunction with parents and community members, have the responsibility of planning projects in accordance with local needs. In addition, Section 3 guidelines are similar to those of Title I, ESEA in that they require parental participation and comparability. To ensure that children receive the same level of support, school districts participating in Section 3 must use the Title I comparability requirements.

Funding

A total of $22.5 million is spent annually for the more than 112,000 educationally deprived children in 67 school districts in Michigan. The law provides an allotment of $200 per eligible student.

Section 3 specified some of the ways in which a school district may use State compensatory education funds. These included, but were not limited to, employment of additional personnel, purchase of

instructional devices and teaching materials, leasing of portable classrooms, in-service training of teachers and other staff members, and nutrition and health care for eligible students. An analysis of Section 3 expenditures for the 1972-73 school year, the last year for which complete evaluative data were available, showed that of the total reported expenditures ($21,204,701 in the regular school year and $920,305 in summer), 73.6 percent were for instructional salaries and in-service training, 16.6 percent for educational materials, 4.6 percent for facilities, and 5.2 percent for administrative services.

Allocating Funds

The achievement of participating students is the basis for allocating funds to school districts in Michigan after the first year in the program. Districts receive the full $200 allotment for each student who attains 75 percent or more of the program objectives. For each student who achieves some, but not 75 percent of the program objectives, however, the district receives only a partial payment.

Furthermore, an amendment to the Act provides an option that allows school districts to receive the amount of funds that were unearned by student achievement. If a district elects to change the delivery system for pupils that fail to gain 75 percent of the program objectives in the previous year, the unearned dollars are made available to the district. The State Department of Education, however, provides guidelines and exercises program approval authority for this part of the program. Most participating districts choose to recapture unearned funds.

Funding Evaluation

The evaluation of the 1972-73 Section 3 programs indicated that more than 52 percent of the 112,500 children receiving services

achieved 75 percent or more of the prespecified objectives set by local school districts. Thus, the 67 districts received the full $200 per student allotment for the 1973-74 school year for these 58,762 students; this amounted to $17,700,000 or 78.7 percent of the $22.5 million appropriation for 1973-74. Districts received partial payments for students who achieved at less than the 75 percent level of accomplishment. No allocation was given for 9,118 students who achieved at the zero level of accomplishment or for 3,217 students for whom data were either unreported or incomplete. Thus, $4,318,788 of the $22.5 million appropriation for fiscal year 1974 were unearned. Under the amendment discussed above, the State Department of Education reallocated the unearned money to participating school districts on the basis that the district provide a different educational delivery system that would assure students of attaining the necessary achievement level. Thus, districts get a second chance to earn the $4,318,788 that was unearned in 1972-73.

Eligibility

Eligibility requirements to receive Section 3 funds are specifically defined. A school district must meet both numerical and percentage requirements for educationally disadvantaged children. To be eligible, a district must have at least 15 percent of its total enrollment in grades K through 6 and must have not less than thirty of its pupils in grades K-6 "in need of substantial improvement in their basic cognitive skills."

Section 33 of the law outlined the following steps for determining the number of students needing such help for the first year of the program, 1971-72.

(1) Compute a statewide percentile ranking of students in grades 4 and 7 on the state assessment battery administered in January 1971.

(2) Multiply the percent of 4th grade students who score at the 15th percentile or below by the aggregate enrollment of the district in grades K through 4 on the fourth Friday following Labor Day of the previous school year.

(3) Multiply the percent of the 7th grade students who scored at or below the 15th percentile by the aggregate enrollment of the district in grades 5 and 6 of the fourth Friday following Labor Day of the previous school year.

(4) Add the products of (2) and (3). The resultant sum is "the number of pupils of the district enrolled in grades K-6 who are in need of substantial improvement in their basic cognitive skills at the beginning of the 1972-73 and 1973-74 school years."

In regulations that became effective May 11, 1972, the State Department of Education permitted the use of subjective data as well as test scores for determining which children could actually participate in a district's Section 3 program. Students could be selected on the basis of their ranking on the State assessment battery, a standardized test, or teacher judgment.

OHIO

To provide a brief perspective of the overall status of compensatory education in the State of Ohio, the data from Section I are given in capsule form in Table 19.

Table 19

DATA SUMMARY OF STATE COMPENSATORY EDUCATION PROGRAMS: OHIO

Program	Data Summary	
	Description	Funds
Compensatory education	Ongoing	
Participating LEAs	384	
Number of children served	1,492,744	
State appropriation (1974-75)		$ 53,000,000 (est.)
Title I allocation (ESEA)		54,911,401
Total funds		$107,911,401
Category	Formula-based program	

Legislation

Senate Bill 350, passed in 1967, instituted Ohio's Disadvantaged Pupil Program Fund (DPPF). The law provided for "an amount for each eligible school district for the improvement of the educational and cultural status of disadvantaged pupils, to be determined by the State Board of Education, but not to exceed an amount equal to $100 times the number of children ages five through seventeen residing in the school district whose parents were receiving aid to dependent children during the month of December preceding the start of the fiscal year."

Funding

Amendments to the State law have gradually raised the maximum per pupil allocation under DPPF from $42 in 1968 to $200 in 1974. For fiscal year 1974, however, only $142 per pupil was actually allotted because the more than $33 million appropriation was inadequate to provide full funding for all eligible students. The DPPF appropriation was expected to jump to $53 million in fiscal year 1975. The number of students receiving help under DPPF grew from 291,036 in the second semester of 1968 when DPPF first started to 1,492,744 during the 1972-73 school year. Many of these children also received Title I or other types of compensatory services. Table 20 gives the number of children served and other data about DPPF from 1968 to 1974.

Table 20

DATA SUMMARY OF OHIO's DISADVANTAGED PUPIL PROGRAM FUND
1968-1974

Year	Eligible Districts	Participating Districts	Allocation per Pupil	Program Participants	Payments to Districts
1968	131	130	$ 42	291,036	$ 4,335,911
1968-69	131	129	84	692,465	8,773,548
1969-70	129	127	150	842,462	16,472,335
1970-71	130	130	175	1,159,249	22,254,431
1971-72	255	259	175-200*	1,412,991	28,669,527
1972-73	326	326	155	1,492,744	34,843,658
1973-74	384	384	142		33,337,400

*House Bill 475 set the DPPF per pupil allocation at $175 for five-twelfths of the year and $200 for seven-twelfths of the year.

In addition to DPPF, a property tax relief program in Ohio, commonly referred to as the municipal overburden, returns approximately $23 million annually in State tax revenues to nine cities. A legislative study indicated the cities paid more in taxes than they got back under the traditional formula. Eighteen smaller cities were added to the municipal overburden program in fiscal year 1975. The municipalities may use the extra revenue for a number of purposes, including education.

Eligibility

The law does not specify how DPPF funds should be used, what children should be served, or who is a disadvantaged pupil. State regulations fill in such gaps. Nevertheless, the state requires that DPPF funds be used only in Title I schools; within the schools, any child, regardless of whether or not he is on ADC, may participate although priority must be given to the children with "the greatest academic, emotional, or health needs."

Initially the State required a school district to have 100 AFDC children to receive DPPF funds, but an amendment to DPPF in 1971 reduced this figure to 50. Under the old formula, 131 school districts were eligible to receive DPPF grants; the number of eligible districts nearly doubled after the 1971 amendment. By fiscal year 1975, increased by the mobility of lower income families into rural and suburban areas, the number of eligible districts had risen to 405.

Guidelines

The Ohio DPPF program is tied more closely to Title I ESEA programs than those of most other states. Like Title I ESEA, DPPF guidelines require the use of coordinated planning, needs assessment, measurable goals, and parental participation. The Ohio State Department of Education urges that "everyone directly affected by the school system--superintendents,

central staff, boards of education, building principals, teachers and other professionals, paraprofessionals, students, parents, and residents of the community--be involved in assessment of needs, establishing of goals, and program planning." DPPF goals must be specific and measurable; both short- and long-term goals must be developed for each program.

DPPF money can be used for a variety of purposes. As spelled out in the law, these include academic achievement and remedial programs, adaptation of curriculum or instructional methods, cultural enrichment experiences, dropout prevention, home-school and adult education programs, improvement of communication skills, improvement of health and related services, improvement of library services, motivational and self-imagery development, and safety and building security. Activities needed to implement such programs may include the use of counselors; use of paraprofessionals; the establishment of teacher and staff preservice and inservice training; the use of learning kits; the improvement of pupil: teacher ratio; the use of special tutoring; the provision of camp, farm, or environmental education; the use of special classes for disruptive pupils; the initiation of an executive teacher plan; and the use of security guards.

Some examples of DPPF programs illustrate the different ways in which funds are used. Five innercity schools in Cincinnati participate in Project Outreach; teacher aides visit homes and, working with mothers, gather groups of 4- and 5-year-olds to "play." Necessary learning materials such as picture books, play dough, blocks, and plastic farm animals are provided. When the children are ready, they are invited to school for half a day. In Dayton, DPPF funded differentiated staffing at the largest innercity school in the State. A master teacher worked with three to six teachers, a teacher intern, a team aide, a clerical aide, and volunteers to individualize instruction. Each team served 150 to 200 children in grades 1 through 4.

Evaluation

Evaluation requirements for DPPF programs are also very precise. Program evaluations must be submitted within 30 days following the close of the program. Fiscal reports are due no later than November 15 following the close of the fiscal year June 30. State Department of Education personnel continuously conduct on-site evaluations of DPPF projects. In fiscal year 1975 a Title III, ESEA grant funded an in-depth study of the effects of DPPF on compensatory education in Ohio.

OREGON

To provide a brief perspective of the overall status of compensatory and bilingual education in the State of Oregon, the data from Section I are given in capsule form in Table 21.

Table 21

DATA SUMMARY OF STATE COMPENSATORY AND BILINGUAL EDUCATION PROGRAMS: OREGON

Program	Data Summary	
	Description	Funds
Compensatory education	Ongoing	
Participating LEAs	1	
Number of children served	6,460	
State appropriation (1974-75)		$ 1,000,000
Title I allocation (ESEA)		13,205,109
Total funds		$14,205,109
Bilingual education	Legislation pending	

Legislation

Statutes passed in Oregon in 1965 require school districts to have an average daily membership of 50,000 pupils so as to qualify for compensatory education funding. Hence, this State law makes Portland the only district eligible to participate in the State Compensatory Education program.

Definition of Terms

State law defines disadvantaged children as "children who in their backgrounds are socially or culturally deprived to such a degree that

without supplemental facilities and services they cannot profit in regular school programs to the same extent as children with normal backgrounds."

Funding

The State appropriates $2 million for each fiscal biennium to provide additional services to disadvantaged children. As the only eligible school district in the State, Portland uses these State-designated funds in combination with Federal and local compensatory education funds to finance its Disadvantaged Child Project. The school district commits about $500,000 annually to compensatory education; this is used in conjunction with the $1 million in State compensatory education money and $900,000 of the district's approximately $2 million Title I allocation.

The law also outlines some of the ways in which State compensatory education funds may be used in Portland; these include special classes, special instruction, nursery school or kindergartens, extracurricular programs, camp and recreation programs, orientation programs, counseling and guidance programs, cafeteria service, and transportation. Thus, the State funds can be used in more ways than Title I monies which are generally targeted for instructional services.

Guidelines

The Disadvantaged Child Project generally follows Title I, ESEA guidelines. The project is more limited, however, in that it operates in only ten of Portland's 27 Title I schools. The ten participating schools are the most disadvantaged of the Title I schools.

Programs

The Disadvantaged Child Project has established reading laboratories in several schools; equipped classrooms with a multiplicity of filmstrips, slides, transparencies, and tapes; instituted closed circuit television programs aimed at disadvantaged children; and expanded children's learning experiences through field trips and more diversified instruction. A variety of team teaching and staff differentiation techniques are used to effectively teach children; the ten target schools employ 70 teacher aides and also use teacher interns and volunteers.

Four alternative programs are part of Portland's Disadvantaged Child Project. The Albina Youth Opportunity School gives dropouts a second chance; emphasizing skill training as well as the traditional high school courses, the school has placed 200 students in work study programs since 1968. Early Childhood Education Centers help preschool children from disadvantaged families develop learning skills; 450 three- and four-year-olds attend nine centers 3 hours a day, 5 days a week. The Follow Through program serves children in kindergarten through third grade; approximately 500 graduates of Portland's early childhood education centers and 400 other children attend two Follow Through centers in the city. The fourth alternative program, the Administrative Transfer Program, is a voluntary busing program designed to give disadvantaged children an opportunity to attend school outside their neighborhood; nearly 1,700 students are bused to 42 Portland schools and four suburban districts.

Evaluation

The results of standardized tests in reading and mathematics indicate that students in the ten target schools still do not achieve as high as their peers; however, the difference in achievement levels has decreased since the initiation of the Disadvantaged Child Project. If nothing else, the project stopped the downward trend of achievement levels at the schools.

PENNSYLVANIA

To provide a brief perspective of the overall status of compensatory and bilingual education programs in the State of Pennsylvania, the data from Section I are given in capsule form in Table 22.

Table 22

DATA SUMMARY OF STATE COMPENSATORY AND BILINGUAL EDUCATION PROGRAMS: PENNSYLVANIA

Program	Data Summary	
	Description	Funds
Compensatory education	Ongoing	
Participating LEAs	17	
State appropriation (1974-75)		$ 1,000,000
Title I allocation (ESEA)		80,935,205
Total funds		$81,935,205
Category	Competitive grant program	
Bilingual education		
Number of students (1974-75)	12,000	
Funding	State tax levies	
Legislation	No specific legislation	

Legislation

Pennsylvania's compensatory education program, begun in 1965, was designed to provide a portion of a local school district's matching funds for Federal programs aimed at helping disadvantaged children. Unlike most other State compensatory education programs, Pennsylvania's program has no relationship to Title I, ESEA.

The School Administrators' Handbook summarizes the program as follows:

> Appropriations have been made to the Department of Education to provide grants to school districts for programs for the education of the disadvantaged. Such grants shall each constitute not more than 10 percent of the cost of pilot or demonstration programs where 90 percent of such cost is borne by the federal government or other sources and where such programs meet criteria established by the department.

For the purpose of this program, the definition of disadvantaged is dependent on the basic grant program.

Funding

Many of the Federal programs, such as Head Start, Neighborhood Youth Corps, Adult Basic Education Follow Through, National Teacher Corps, Counselor Training, and Media Services, required that local school districts assume 20 percent of a project's total cost. Some Pennsylvania school districts found it impossible to raise the required funds for new programs. Thus, the State legislature has appropriated $1 million annually (except in 1967 when the appropriation was $500,000) to provide one-half of the matching requirement.

In 1973-74, 23 Pennsylvania school districts received portions of the $1 million appropriation. Table 23 indicates how the money was used to support various Federal programs. State funds could be used to provide a maximum 10 percent of a project's total cost.

In addition to the compensatory education program providing matching funds, Pennsylvania has a program authorizing poverty payments of $140 per child to districts with high concentrations of children from low income families. The program began in 1966-67, with per child payments of $90 and was budgeted at $92 million in fiscal year 1973. In practice the poverty payments cannot be classified as a compensatory education

Table 23

PENNSYLVANIA'S MATCHING FUNDS FOR FEDERAL PROGRAMS
FOR THE DISADVANTAGED: FISCAL YEAR 1973

Program	Number of Projects	State Funds	Federal Funds
Head Start	21	$ 673,014	$7,723,706
Adult Basic Education	13	93,519	841,203
Neighborhood Youth Corps	3	54,077	451,440
Follow Through	2	66,310	472,750
MDTA	2	42,995	386,954
National Teacher Corps	2	50,279	479,589
Counselor Training	1	12,620	113,580
Media Services	1	1,007,186	64,681
Total	45	$1,000,000	$10,533,903

program; although the allotment of funds is based on criteria similar to those in the Title I, ESEA formula, the program is not categorical. School districts are not required to use the grants only for compensatory education; rather they may use them for any purpose.

RHODE ISLAND

To provide a perspective of the overall status of compensatory and bilingual education in the State of Rhode Island, the data from Section I are given in capsule form in Table 24.

Table 24

DATA SUMMARY OF STATE COMPENSATORY AND BILINGUAL EDUCATION PROGRAMS: RHODE ISLAND

Program	Data Summary	
	Description	Funds
Compensatory education	Ongoing	
Participating LEAs	40	
Number of children served	14,500 (est.)	
State appropriation (1974-75)		$2,000,000
Title I allocation (ESEA)		5,891,099
Total funds		$7,891,099
Category	Formula-based program; all districts	
Bilingual education		
Funding		$ 50,000
Legislation passed (year)	1974	

Legislation

The State Compensatory Education Act, Chapter 160, Section IV of the Public Laws of 1968 and commonly referred to as Section 4, was enacted during the 1968 legislative session. The Act provides financial assistance to school districts to initiate new compensatory education programs or to expand or supplement existing programs.

Section 4 is closely tied to Title I, ESEA administratively and operationally. The same State personnel (in the Office of Compensatory Education) and, usually, local school officials administer both programs.

Funding

The state appropriates $2 million annually to the compensatory program. For fiscal year 1976, however, the State Board of Regents has requested a $4 million appropriation.

The State allots Section 4 money to local school districts based on a district's percentage of the total State Title I appropriation. Thus, if a district received 8 percent of the Title I money, it would also receive 8 percent of the available Section 4 funds.

For the purpose of Section 4, each school district must rank its public schools according to Title I, ESEA criteria. First priority must be given to schools already operating Title I programs; State compensatory education funds may be used in these schools to supplement the Title I project, to provide new services for disadvantaged children, or to continue a Title I project if Title I funds are transferred to another use. If a school district chooses, it may use Section 4 grants in schools eligible for Title I even though such schools are not actually participating in the district's Title I program; Section 4 projects in such schools should supplement existing, locally funded projects or initiate new services. However, if any new services are offered in such schools, the same services must be offered to eligible children in Title I schools. Section 4 funds may be used in non-Title I schools only after the needs of all children in Title I eligible schools have been met.

The types of programs funded under Section 4 are similar to those funded under Title I. They include such instructional activities as art, cultural enrichment, reading, English as a Second Language, speech, health

and recreation, home economics, industrial arts, math, science, and pre-school programs. Supportive services which might be funded are attendance, clothing, food, guidance and counseling, dental or medical care, library, psychological services, and transportation. In 1972-73, the last school year for which data were available, only 10.2 percent of Rhode Island's total Title I expenditures were used for supportive services; 30.2 percent of the Section 4 expenditures were used for supportive services. More than 42 percent of the Title I funds went for reading instruction; 23 percent of Section 4 money was used for the same purpose.

There were 86 compensatory education projects in Rhode Island during the 1972-73 school year. Of these, 40 used only Title I money, 26 used only Section 4 money, and 20 were funded jointly. In the case of joint funding, State guidelines encourage local school districts to use Section 4 funds for supportive services. Nearly 4,700 children received help from both Title I and Section 4; 12,882 children received funds only from Section 4; and 15,083 children received funds from only Title I.

Guidelines and Evaluation

Applications and evaluation formats for both Title I and Section 4 are identical.

Guidelines also are similar. One difference, however, is that Section 4 does not require parental participation.

UTAH

To provide a perspective of the overall status of compensatory education in the State of Utah, the data from Section I are given in capsule form in Table 25.

Table 25

DATA SUMMARY OF STATE COMPENSATORY EDUCATION PROGRAMS: UTAH

Program	Data Summary	
	Description	Funds
Compensatory education	Ongoing	
Participating LEAs	40	
State appropriation		$ 600,000
Title I allocation (ESEA)		5,634,606
Total funds		$6,234,606
Category	Formula-based program; all districts	
Bilingual education	Included in the funding formula	

Legislation

The 1973 State legislature passed the Utah Compensatory Education Program as part of the general School Finance Program to provide programs for disadvantaged students. All school districts in the State are eligible to participate in the program.

Definition of Terms

The State Board of Education defines disadvantaged pupils as those who "achieve far below the level of the average for their age and grade when such failure to achieve is due to economic, social, cultural, linguistic, or other similar factors."

Funding

A 1974 amendment, House Bill 51, grouped seven categorical programs--compensatory education, instructional media centers, extended year, extended day summer programs, distinguished teacher service and teacher leadership, elementary school guidance, and community school programs--together. A total of $3,220,000 was appropriated for the seven programs, $600,000 specifically for compensatory education. However, the law provided that "each district may use its proportionate share of the $3,220,000 computed above in any one or all of the categories." Thus, use of the compensatory education money became discretionary: a district could use its allotment for compensatory education or combine it with the other monies for use in a different category. In rough estimates compiled at the beginning of the 1974-75 school year, the State reported that more than $3 million was equally divided among the seven categories on a statewide basis, although one district concentrated on elementary guidance while another combined all its resources for use in a compensatory education program.

Eligibility

Any school district planning a State-funded compensatory education program must identify all disadvantaged children in the district by name, set measurable objectives to be achieved by these pupils, and evaluate the effectiveness of the program.

The number of disadvantaged students in a district is determined by adding the number of pupils in the following categories:

- Spanish-American students who have bilingual characteristics, that is, they have a Spanish surname or a mother whose maiden name was Spanish and they live in a home where Spanish is spoken.
- American Indian students who have bilingual characteristics, that is, they live in a home where an Indian tongue or dialect is spoken.
- Other pupils who have bilingual characteristics, that is, who live in homes where either Japanese, German, or the like, is spoken.
- Pupils who come from low income families as determined by the free lunch count taken in May of each fiscal year preceding the fiscal year in which the compensatory education program is conducted.
- Pupils living in foster homes, as determined by the Division of Family Services during the fiscal year preceding the funding year.
- Pupils in families receiving Aid to Families with Dependent Children, as determined by the Division of Family Services, for the fiscal year preceding the funding year.
- Neglected and delinquent children living in institutions within the school district, as recorded on the Title I, ESEA survey for each fiscal year preceding the funding year.

Each district in the State receives a proportionate share of the $600,000 available annually, based on the total number of children the district has in the above seven categories.

Evaluation

No evaluation of the State compensatory education program is yet available.

VIRGINIA

To provide a perspective of the overall status of compensatory education in the State of Virginia, data from Section I are given in capsule form in Table 26.

Table 26

DATA SUMMARY OF STATE COMPENSATORY EDUCATION PROGRAMS: VIRGINIA

Program	Data Summary	
	Description	Funds
Compensatory education	Anticipated	
Participating LEAs	140	
Number of children served	17,210	
State appropriation (1974-75)		$ 5,163,000
Title I allocation (ESEA)		35,677,248
Total funds		$40,840,248
Category	Formula-based program; all districts	

Legislation

The legislation enacting Virginia's pilot compensatory education program provides "an additional payment for each pupil in ADM (average daily membership) who is selected, in accordance with criteria of the Board of Education, for and who participates in a fifth or sixth grade supplemental skill development program in reading and mathematics, approved by the Department of Education."

Funding

The law includes both the appropriation, maximum student participation, and funding distribution formula for the 1974-75 and 1975-76 school years. For 1974-75, $5,163,000 is available to serve a maximum of 17,210 low-achieving fifth grade students; all 140 districts in the State will receive a maximum of $300 for each fifth grade student participating in the program. For 1975-76, $9,293,400 will be available to serve a maximum of 30,978 low-achieving fifth and sixth grade students; each participating district will receive a maximum of $300 for each fifth grade student plus allotments for eighty percent of those who participated in the skill development program during 1974-75.

Eligibility

The State Department of Education developed detailed criteria for the selection of students in the demonstration program. They are:

- Forty percent of the participants must be fifth graders who, as fourth graders, scored at or below the 12th percentile on the SRA tests in reading.
- Thirty percent of the participants must be fifth graders who, as fourth graders, scored between the 13th and 25th percentile on the SRA tests.
- Thirty percent of the participants must be fifth graders who, as fourth graders scored between the 26th and 49th percentile on the SRA tests.

Pupils participating in the math demonstration program must be selected from among those participating in the reading program; no student scoring above the 49th percentile on the SRA math test may participate. Priority for both demonstration programs is given to students with the greatest disparity between scholastic ability and achievement levels.

Guidelines

To avoid any conflict with Title I ESEA comparability criteria, State guidelines recommend that school districts concentrate their Title I funds on skills development programs in grades K-4.

WASHINGTON

To provide a perspective of the overall status of compensatory education in the State of Washington, data from Section I are given in capsule form in Table 27.

Table 27

DATA SUMMARY OF STATE COMPENSATORY EDUCATION PROGRAMS: WASHINGTON

Program	Data Summary	
	Description	Funds
Compensatory education	Ongoing	
Participating LEAs		
URRD	39	
Culturally Disadvantaged	218	
Number of children served		
URRD	46,000 (est.)	
State appropriation (1974-75)		
URRD		$4,786,779
Culturally Disadvantaged		3,743,401
Total funds		$8,530,180
Category		
URRD	Competitive grant program	
Culturally Disadvantaged	Formula-based program; all districts	
Bilingual education	State-stipulated in compensatory education program	
Title I		$20,472,510

Legislation

Washington has two compensatory education programs--the Culturally Disadvantaged Program and the Urban, Rural, and Racial Disadvantaged (URRD) educational program. The Culturally Disadvantaged Program, begun in 1965, is a formula-based program increasing a school district's annual school apportionment from the State according to the number of disadvantaged children in each district. The URRD program is a competitive grant process begun in 1969.

The URRD program received its first statutory base, in terms of administration, with the passage of House Bill 1171 in February 1974. The law required the Superintendent of Public Instruction to submit a budget request for URRD to each regular session of the legislature and to establish a statewide URRD advisory committee composed of twenty-one interested citizens.

Definition of Terms

The State defines disadvantaged children as those "who have physically dropped out of the classroom before graduating or those who are psychological dropouts because of special personal needs resulting from poverty, neglect, delinquency, negative self-concept, and cultural, geographic, ethnic, or linguistic isolation."

The Urban, Rural, and Racially Disadvantaged Program

URRD was a legislative response to the growing educational problems evident in Washington's three major urban areas--Seattle, Spokane, and Tacoma. It was designed to alleviate the following problems:

- High dropout and absenteeism rates.
- Low community support for schools.

- Low level of vital communications between parents and schools, community and schools, students and school administration, and teachers and school administration.
- High rate of vandalism and violence.
- High rate of academic underachievement.
- School districts' inability to accurately identify and remedy the underlying causes of the above problems.

Funding

During the first year of URRD, with an initial appropriation of $6,054,000 for the 1969-71 biennium, projects for the disadvantaged were concentrated in urban areas of the State. By 1971 URRD had expanded into rural areas.

URRD projects fall into one of five categories: school reentry motivation programs, preschool education, Indian education, academic achievement programs, and bilingual bicultural education. In 1972-73, the last year for which complete data were available, the State approved 36 URRD projects using $4,568,372 in URRD funds; $1,192,484 in district and in-kind funds; and $2,004,206 in other local, State, and Federal funds. Table 28 indicates the types of projects funded, the number of participating children, and funding levels. With an appropriation of $9,247,800 for the 1973-75 biennium, the State funded 46 URRD projects, 32 of them continuing projects which were renewed after operating for 2 or more consecutive years.

Eligibility

House Bill 1171 permits any private or public agency to apply for URRD funds, provided the application is first reviewed by the school district within which the project will operate. The bill also provided that no public or private agency may receive URRD funds if they are

Table 28

DATA SUMMARY ON FUNDING OF URRD PROJECTS
1972-1973

Category	Total Funding	URRD Funds	District Funds	Other Funds	Number of Participants	Per Pupil
Dropout	$1,283,633	$ 767,876	$ 285,460	$ 230,297	1,104	$1,163
Early Childhood Education	1,931,408	706,374	627,605	597,429	1,677	1,152
Day Care	1,144,042	765,185	6,100	372,757	872	1,312
Community Involvement	2,572,745	1,738,575	204,981	629,189	43,498	52
Indian Education	438,220	242,362	52,116	143,742	1,826	240
Tutoring	178,614	147,000	822	30,792	865	207
Summer Education	202,400	188,000	14,400	--	5,332	38
Health Care*	14,000	13,000	1,000	--	1,785	8
Total	$7,765,062	$4,568,372	$1,192,484	$2,004,206	56,959	136

*Eliminated as an URRD priority in 1973-74; instead bilingual education has been included in the compensatory education funding.

prohibited from receiving or using public funds by the operation of other laws.

Another requirement for funding eligibility is to increase by 20 percent the number of disadvantaged children in the State of Washington who are attending and/or graduating from school with performance consistent with their potential. The target date for achieving this goal must be set for June 30, 1977. Baseline data used to establish a statewide needs assessment for the URRD program were tabulated in extensive demographic and socioeconomic profiles of Washington's congressional districts, based on 1970 Census data; the data are available in Population Profiles.

Guidelines

The Department of Public Instruction has established five major program categories for URRD programs: school reentry programs, motivation programs, preschool education, bilingual-bicultural education, academic achievement programs, Indian education. Each priority has a specific objective that must be met by projects during the current biennium.

The legislature included a number of concerns that the Superintendent of Public Instruction was to include in rules and regulations governing the URRD program. These were:

- No school district or private agency request shall be approved unless the school district or agency has meaningfully involved citizens representing the target group affected in program development.
- No program of a community-wide nature shall be approved without significant involvement in program development by that community.
- Programs shall be evaluated on a biennial basis; no program shall be funded for more than two years unless the objectives of the program have been substantially achieved or are in the process of being achieved.

- Programs involving interdistrict cooperation and/or coordination with Federal funding shall receive priority for State funding.

In addition to the statewide URRD goal, the Superintendent of Public Instruction specified categorical objectives for the 1973-75 biennium. These objectives are summarized by category below.

Dropout Programs: Alternative education projects for the retrieval and retention of students who are unable to succeed in the traditional school setting will effect a 10 to 15 percent reduction in the number of school-age children who are neither working nor attending school.

Early Childhood Education: Projects designed to develop positive self-concepts and to provide learning experiences to preschool and primary grade children will result in 10 to 15 percent increase in their academic and social achievement.

Indian Education: Projects designed to meet the educational needs of both reservation and nonreservation Indian children will effect a 5 to 12 percent increase in their academic and social achievement.

Community Involvement: An 8 to 12 percent increase in parent/community participation in school activities (as evidenced through active participation) will result from projects designed to increase parent and community involvement in the educational process.

Tutoring: Projects designed to provide scholastic assistance before and after dropping out occurs will effect an 8 to 15 percent increase in the academic achievements of participating students.

Summer Education: A 5 to 10 percent increase in both summer and regular school academic achievement will result from projects designed to provide educational summer experiences.

Bilingual Education: Projects designed to meet the bilingual educational needs of children will increase by 8 to 15 percent the academic achievement and occupational awareness of children who participate.

Finally, besides supporting the basic URRD goal and one of the seven categorical objectives outlined above, each URRD project must establish an advisory committee, provide in-service training for staff

members, present objectives in measurable terms, relate objectives to needs, and present evidence that the project treats high-priority educational needs of the target population.

Evaluation

A statewide evaluation of the 1972-73 URRD projects indicated that the projects used a total of 403 performance objectives. By the end of the school year, 102 or 25.3 percent of these objectives had been exceeded, 211 (62.4 percent) had been met, and 78 (19.3 percent) partially met.

A more extensive evaluation of the 32 continuation projects for 1973-74 was conducted by the Audit and Evaluation Section of the Northwest Regional Educational Laboratory (NWREL) under contract to the Superintendent of Public Instruction. The evaluation concentrated on four issues affecting each project: needs justification, community involvement, project objectives, and verification of the 1972-73 evaluation report. The NWREL's findings were:

Needs Justification: All projects attempted to address between 2 and 11 needs. In two projects, evaluators could not detect any direct evidence substantiating the stated needs; in six projects, needs were identified solely on the basis of staff judgments. Only seven projects relied totally on empirical data in substantiating needs; eight other projects relied substantially on empirical studies.

Community Involvement: Although community involvement is a high priority of the URRD program and districts are required to form community advisory committees, evaluators found that in nine projects there was no evidence of such a committee or that the committee met infrequently. Eleven projects involved the community intensively.

Project Objectives: All projects had some objectives directly related to URRD's seven categorical objectives stated previously; however, a third of the projects also included objectives not related to URRD priorities. Health care, which was formerly an URRD objective, was still included in the objectives of six projects. Nineteen projects had objectives that were

not defined in ways to make them measurable. At least four projects had no measurable objectives.

Verification of 1972-1973 Evaluation: Evaluators found data were available at the majority of sites to substantiate claims made in the project's 1972-73 evaluation report.

Culturally Disadvantaged Program

Washington's Culturally Disadvantaged Program began in 1965. It was designed to provide local school districts with extra funds, above the usual per pupil amount alloted to each district, to establish programs for culturally disadvantaged children.

Funding

Initially the funding available to each district was computed by multiplying the number of children eligible for Title I, ESEA by 0.25 and multiplying that product by the State's per pupil allocation. In other words, an extra 2.5 percent of the normal per pupil expenditure was available for each identified disadvantaged child. In 1973 the State legislature amended the school apportionment formula, making the weighting factor 0.1 (rather than 0.25) and making the number of children eligible for the free lunch program the determining factor in computing the number of disadvantaged children in each school district. In 1974-75 districts which applied for funds under the Culturally Disadvantaged Program received $39.20 (10 percent of the guaranteed $392 per pupil allotment) for each child eligible for the free lunch program.

Guidelines

Program funds must be used exclusively for projects designed to meet the educational needs of disadvantaged children. State guidelines

specifically prohibit the use of program funds for noneducational costs such as student activity expenses and hot lunch fees. Projects may operate in Title I or non-Title I schools, so long as disadvantaged children are served.

WISCONSIN

To provide a perspective of the overall status of compensatory education in the State of Wisconsin, the data from Section I are given in capsule form in Table 29.

Table 29

DATA SUMMARY OF STATE COMPENSATORY EDUCATION PROGRAMS: WISCONSIN

Program	Data Summary	
	Description	Funds
Compensatory education	Ongoing	
Participating LEAs*	15	
Number of children served	2,700 (est.)	
State appropriation (1974-75)		$ 3,100,000
Title I allocation (ESEA)		24,029,151
Total funds		$27,129,151
Category	Competitive grant program	

*Includes projects from agencies other than LEA's.

Legislation

Wisconsin's Special Educational Needs (SEN) program is the newest of existing State compensatory education programs. It was started during the second semester of the 1973-74 school year to encourage both public school districts and nonsectarian agencies to develop programs to meet the special educational needs of preschool (age 3) through secondary school children.

In addition to the SEN program, Wisconsin has provided direct aid to Milwaukee schools to meet critical educational needs in innercity schools. The legislature authorized $4,750,000 for the direct aids; it funded two projects in Milwaukee--Interrelated language Skills Centers and the Teacher Aide Program.

The Interrelated Language Skills Centers began operation in September 1968 as a joint effort of a community group, staff members of the Milwaukee Public Schools, university personnel, and the Milwaukee Teachers' Education Association. The Centers are designed to meet the learning needs of academically retarded children in grades 4 to 8 at Title I schools.

The Teacher Aide Program enabled 46 Milwaukee schools to hire aides to assist in three basic functions--activities directly related to the learning process, activities that relieve the teacher of noninstructional tasks, and activities that provide a link between home and community.

Funding

When the legislature created the SEN program in 1973, it authorized an appropriation of $6 million for the 1973-75 biennium. However, legislative and administrative reservations resulted in the release of only $3.5 million, $600,000 in 1973 and $2.9 million in 1974; legislators agreed to limit the funding to establish experimental programs rather than spending money to reach the largest number of pupils immediately.

Eligibility

According to the law, pupils are eligible if they have or are likely to have low levels of academic achievement, especially if related to social and/or economic factors. The law specified that priority be given to preschool and primary grade children. Also, the SEN program

Aid Act. The State established specific guidelines for the joint use of SEN and Title I, ESEA funds; they are:

- SEN funds may be used for pupils in programs that are similar or dissimilar to Title I programs in any selected school if the grade span differs from the grade span covered in the Title I schools.
- SEN funds may be used to pick up additional Title I eligible pupils who are not currently served under Title I; however, such students must attend Title I target schools.
- SEN funds may be used exclusively for Title I students in target schools to supplement needed services.
- If SEN funds are to be used in any school other than a Title I target school in similar grade spans, the school district must also offer the same SEN program, which must differ from the Title I program, to Title I pupils who meet SEN eligibility requirements.

The guidelines also describe methods the LEAs or private agencies may use in selecting the children to be served by a SEN program. The primary criterion for the identification of needs and children to be served is low academic achievement. In addition, 75 percent of the participants must be identifed by both economic and social factors; 25 percent may be identified by either economic or social factors.

Guidelines

According to the State Department of Public Instruction, the major goal of each local SEN program should be "to provide a learning situation that is inherently stimulating and self-perpetuating and that is individually relevant to each child participating in the program." The State urged local school districts to make three activity commitments in planning SEN projects:

- Know what motivates the child and captures his curiosity in order to effectively stimulate a child to learn.

- Develop vital and personally relevant educational programs based on the needs of individual children.
- Select educational materials and methods which recognize individual learning variations.

III. BILINGUAL EDUCATION PROGRAMS IN TWELVE STATES

More than seven million children between the ages of three and eighteen come from homes where the primary language spoken is not English. Therefore, bilingual education programs are being developed to meet the needs of this sector of the school population in the United States. The funding for such programs comes both from Federal and State sources.

Although two states had state bilingual education programs in the late 1960s, neither were mandatory nor implemented until 1972 and 1973. Colorado and Florida currently have bilingual education legislation under consideration pending the results of a needs assessment within each state. Oregon has a bilingual education bill, introduced to the State legislature in January 1975, that calls for $1 million in State financing for the program. In addition, several states have bilingual programs without specific legal mandates; moreover, some states have the bilingual component as part of the compensatory education program.

The purpose of this section, however, is to present a prospectus of eleven of the twelve states that have legislation specifically geared to bilingual education programs. These states are: Alaska,* California, Illinois, Louisiana, Massachusetts, Michigan, New Jersey, New Mexico, New York, Rhode Island, and Texas. Of these states, six have legislation that makes it mandatory for school districts with twenty or more children of limited English-speaking ability to participate in the state bilingual education program.

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*Data for Alaska were unavailable.

Finally, Pennsylvania has been selected for discussion in this section although the State has neither specific legislation nor funding for bilingual education programs. The Pennsylvania State Secretary of Education issued a mandate for bilingual education, however, that carries the weight of legal sanction; hence, the State has an extensive program that merits description in this report.

CALIFORNIA

To provide a perspective of the overall status of bilingual education in the State of California, the data from Section 1 are given in capsule form in Table 30.

Table 30

DATA SUMMARY OF STATE BILINGUAL EDUCATION PROGRAMS: CALIFORNIA 1974-1975

	Data Summary	
	Description	Funds
Legislation passed (year)	1972	
Funding		$4,000,000
Funding source	State-stipulated	
Funds to local school districts (per pupil)		$350 to $550
Participating districts	69	

Legislation

On December 20, 1972, the governor approved Assembly Bill 2284, The Bilingual Education Act of 1972. The introductory section of the act expresses the legislative intent:

> The inability to speak, read, and comprehend English presents a formidable obstacle to classroom learning and participation which can be removed only by instruction and training in the pupils' dominant language. In many of the public schools an inordinately high percentage of pupils are unable to speak the English language. The Legislature further recognizes that high quality bilingual programs in the public schools would allow the

acquisition by students of educational concepts and skills needed to improve the development of human resources in the State.

The law further specifies three goals for bilingual education programs: "to develop competence in two languages for all participating pupils, to provide positive reinforcement of the self-image of participating children, and to develop intergroup and intercultural awareness among pupils, parents and the staff in participating school districts."

Definition of Terms

Districts may provide bilingual instruction for children of limited English speaking ability as well as non-English-speaking children. The Bilingual Education Act defines non-English speaking as "a child who communicates in his or her home language only. Such child is unable to conduct basic conversations in English or to take advantage from classroom instruction in English." Children of limited English speaking ability are "children who speak a language other than English in their home environment and who are less capable of performing school work in English than in their primary language."

The law defines bilingual education as "the use of two languages, one of which is English, as a means of instruction in any subject or course. It is a means of instruction in which concepts and information are introduced in the dominant language of the student and reinforced in the second language. It recognizes that teaching of language skills is most meaningful and effective when presented in the context of an appreciation of cultural differences and similarities."

Funding

In addition to the seven compensatory education programs financed by the State, the bilingual education program provided more than $4 million

to sixty-nine local educational agencies in fiscal year 1974. California's bilingual education program is designed, however, to encourage local school districts to assume gradually the financing of bilingual projects. Therefore, State guidelines include detailed phase-in requirements that classify bilingual programs in the following four stages.

> Program Preparation: This entails preservice and/or in-service training, community participation, materials selection and/or development, and the like.
>
> Pilot Studies: The State encourages the use of limited and controlled experimental programs "to determine the degree to which program implementation is effective and occurring in accordance with the Comprehensive Program Plan."
>
> Expansion: This consists of implementing the pilot program in other classrooms and schools throughout the district. It necessitates preservice and in-service training for new staff members, wider parent and community participation, additional materials, and appropriate program modifications to meet unique student and school needs.
>
> Maintenance: This is the continuation of the bilingual education program with some local assumption of program costs.

The State will reimburse local school districts for 100 percent of the costs of bilingual education during the pilot study and expansion stages. Eighty percent reimbursement is possible during the first year of program maintenance, 40 percent the second year, and 20 percent the third year. By the fourth year of program maintenance, a district will receive no State funds for bilingual education.

Allotments to local school districts are also dependent on the type of bilingual program being offered. A district may receive up to $550, either in combined categorical aid or from the Bilingual Education Act alone, for each student participating in a full bilingualism program. Allocations for transitional, monoliterate, or partial bilingual education programs may amount to $550 per pupil if combined with other

categorical aids, but are limited to $350 per pupil if the allocations consist solely of bilingual education funds.

The State encourages local districts to use other resources, especially Title I ESEA and the State EDY Program, to help finance bilingual programs. In determining maximum EDY apportionments, a district uses an index of "potential impact of bilingual-bicultural pupils" as one factor; the index is determined by dividing the percent of pupils in the district with Spanish and Oriental surnames and the Indian pupils by the annual ethnic survey count conducted by the State Department of Education.

The State also stipulates ways in which the bilingual funds may be used. They are: employment of bilingual teacher aides, purchase of bilingual teaching materials, costs of special in-service training and staff development, reasonable expenses of parent advisory groups on bilingual education (including transportation, child care, meals, and training), and purchase of special equipment for use exclusively in the bilingual program.

Eligibility

To apply for bilingual education funds, each school district must meet the following requirements specified by the law.

- Identify goals for bilingual education as determined by a local needs assessment.
- Identify objectives for the attainment of these goals in measurable terms.
- Describe how a student is to demonstrate the knowledge or skill to be achieved.
- Indicate the level of performance that will be considered acceptable.
- Design a management plan to organize, coordinate, and monitor the bilingual program to ensure success.

- Provide for teacher and aide preservice training that will identify and improve knowledge levels of each staff member in teaching methodology and bilingual philosophy and education.
- Provide bilingual teachers and aides with in-service training that is linked to an institution of higher education.
- Develop a parent-teacher communications plan.
- Design a plan for the gradual assumption of bilingual education costs by the districts.

Whether or not a school district develops a bilingual education program, each district in the State is required by law to take an annual count of the number of children of limited English-speaking ability in the district, and to classify them by their primary language. Non-English-speaking children are counted separately. The census must be completed by March of each year.

In bilingual education programs, every student in participating grades of a participating school receives services. The law requires that bilingual classes maintain an approximate balance between the number of children whose primary language is English and children who are not proficient in English. No more than two-thirds of the children enrolled in any bilingual class shall be limited to English-speaking children.

Guidelines

According to guidelines developed by the State Department of Education (Proposed Policies, Regulations, and Comprehensive Planning Requirements for Bilingual Education) in April 1974 to implement the Bilingual Education Act, a district must classify its bilingual education program as one of four types:

Transitional Bilingualism: This refers to programs that use a language for instruction other than English to allow students to adjust to school and master subject matter until a point

in time when English alone can be used as the chief medium of instruction.

Monoliterate Bilingualism: This type of program emphasizes development of aural-oral skills in both languages and cultural maintenance. Literacy skills in the mother tongue are not stressed.

Partial Bilingualism. This kind of program seeks fluency and literacy in both languages, although literacy in the mother tongue is limited to certain subject matters, such as those related to the ethnic group and its cultural heritage. Thus, concentration is on language maintenance.

Full Bilingualism: As the name implies, this is the most comprehensive bilingual education program with students developing all skills in both languages in all domains. Usually, both languages are used as media of instruction for all subjects. This program is directed at language and cultural maintenance and the development of the minority language and culture.

ILLINOIS

To provide a perspective of the overall status of bilingual education in the State of Illinois, the data from Section I are given in capsule form in Table 31.

Table 31

DATA SUMMARY OF STATE BILINGUAL EDUCATION PROGRAMS: ILLINOIS 1974-1975

	Data Summary	
	Description	Funds
Legislation passed (year)	1968*	
Funding		$8,000,000
Funding source	State revenues	
Number of pupils served	23,000	
Mandatory participation	All districts with 20 or more pupils eligible	

*Program actually was implemented in 1972.

Legislation

The final thrust for bilingual education in Illinois came with the passage of House Bill 1223 that was signed into law on September 10, 1973. The law included five separate legislative intentions:

- Provide greater statutory authority for the provision of bilingual education programs.

- Establish the concept that all basic subject matter courses should be taught in a language the student understands until he is capable of functioning in English (probably after three years).
- Mandate by 1976 bilingual education in any attendance center with twenty or more children of limited English-speaking ability from the same language background.
- Liberalize certification requirements for bilingual education teachers.*
- Change the method of school reimbursement.*

Section 14C-1 of the law summarizes its purpose:

> The General Assembly finds that there are large numbers of children in this state who come from environments where the primary language is other than English. Experience has shown that public school classes in which instruction is given only in English are often inadequate for the education of children whose native tongue is another language. The General Assembly, therefore, believes that a program of transitional bilingual education can meet the needs of these children and facilitate their integration into the regular public school curriculum.

Definition of Terms

The law defines children of limited English-speaking ability as "(1) children who were not born in the United States whose native tongue is a language other than English and who are incapable of performing ordinary classwork in English; and (2) children who were born in the United States of parents possessing no or limited English-speaking ability and who are incapable of performing ordinary classwork in English."

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*These are being considered for revision.

According to the law, a program in transitional bilingual education is;

> ... a full-time program of instruction in:
>
> (1) All those courses or subjects which a child is required by law to receive and which are required by the child's school district which shall be given in the native language of the children of limited English-speaking ability who are enrolled in the program and also in English;
>
> (2) The reading and writing of the native language of the children of limited English-speaking ability who are enrolled in the program and in the oral comprehension, speaking, reading, and writing of English; and
>
> (3) The history and culture of the country, territory, or geographic area which is the native land of the parents of children of limited English-speaking ability who are enrolled in the program and in the history and culture of the United States;
>
> or a part-time program of instruction " based on the educational needs of those children of limited English-speaking ability who do not need a full-time program of instruction.

Funding

Unlike most other states with large non-English-speaking populations, Illinois finances most of its bilingual education programs with State revenues. State funds committed to bilingual education increased dramatically from $200,000 in 1971 to $8 million in fiscal year 1975. Thus, State funds now provide bilingual instruction for approximately 23,000 children. Nearly two-thirds of these children reside in the Chicago area.

Ninety percent of the State money is used in projects for Spanish-speaking students. Bilingual programs have also been implemented, however, in nine other languages--Chinese, French, Greek, Italian, Japanese, Serbo-Croation, Filipino, Korean, and Arabic.

- Development of a full-time or part-time bilingual program for students of limited English-speaking ability.
- Implementation of an evaluation design to assess the effectiveness of the bilingual program.

The law requires each district in Illinois to take count by March 1 of each year of the number of children of limited English-speaking ability in the district and to classify them according to their primary language, grade level, age, or achievement level. Parents must be notified in writing of a child's enrollment in a bilingual education program. Parents may withdraw a child from the program at the close of any semester or at the time of the original notification of enrollment.

Guidelines

State requirements further specify a student-teacher ratio of not more than 23-1 in bilingual programs. The State will consider for reimbursement full-day, self-contained bilingual programs where the bilingual classroom contains a proportionate representation of children of English-speaking background; where seventy-five percent or more of the school's student body is of non-English-speaking background; and where the only students enrolled in the program are those who speak virtually no English and, consequently, would not profit from academic instruction in the regular school program.

The State has developed a number of guidelines to be used in the development of a bilingual education program. School administrators must be careful not to segregate children of limited English-speaking ability. Moreover, school districts must indicate how integration will occur with regular curriculum and the student body. The law specifies that "in those courses or subjects in which verbalization is not essential to an understanding of the subject matter, including but not necessarily limited to art, music, and physical education, children

of limited English-speaking ability shall participate fully with their English-speaking contemporaries."

The law also includes specific provisions for teacher certification. It states that preference should be given for employment to teachers "who have the relevant foreign cultural background established through residency abroad or by being raised in a non-English-speaking environment." Therefore, to meet the specifications of the law, teachers of transitional bilingual education must:

- Possess both adequate speaking and reading ability in a language other than English and communicative skills in English.
- Have a valid teaching certificate.
- Be within one year of having had a certificate from a foreign country, as an alternative to the above.

Evaluation

The evaluation requirements for Illinois' bilingual program include a narrative self-assessment prepared by the local school district, an outside assessment conducted by a team of specialists from outside the district, a self-evaluation model where the only outsider is the team leader and other evaluators are from the district, and a statewide testing program. The State has seven hundred control students for comparison purposes in evaluating the bilingual program.

LOUISIANA

To provide a perspective of the overall status of bilingual education in the State of Louisiana, the data from Section I are given in capsule form in Table 32.

Table 32

DATA SUMMARY OF STATE BILINGUAL EDUCATION PROGRAMS: LOUISIANA 1974-1975

	Data Summary	
	Description	Funds
Legislation passed (year)	1968	
Funding		$1,300,000
Number of pupils served	60,000	
Number of Parishes	36 (out of 66)	
Funding source	State-stipulated	

Legislation

The history of Louisiana's State-financed bilingual education program began in 1968 with the passage of a State law to require French instruction in the elementary grades. The program was not implemented immediately, however, because of a lack of funds and sufficient number of teachers certified in French.

The bilingual program actually was implemented in 1972 with the cooperation of the State legislature, the State Department of Education, the Council for the Development of French in Louisiana (CODOFIL), and the

government of France. To obtain qualified French teachers, the CODOFIL went to Paris to recruit certified staff members for the program. The government of France agreed to extend its cultural affairs program by allowing experienced teachers to teach in Louisiana in lieu of serving in the military.

Funding

For the first year of the program in 1972-73, the State legislature authorized $250,000, and the State Department of Education provided another $250,000. This funding provided 100 teachers and 7 consultants from France during this statewide pilot program. Although participation in the program was voluntary, 16,500 children were served in grades 1 to 3 from ninety-five schools in twenty Lousiana parishes (counties).

The State appropriated $1,300,000 for the program in 1974-75. The money provided salaries for 225 French teachers serving 60,000 children in 225 schools in thirty-six of Louisiana's sixty-six parishes. Furthermore, the recruitment effort has been expanded to include Belgium and Quebec. As a result, approximately 170 of the teachers are from France, 4 are from Belgium, and 51 are from Quebec.

Guidelines

Five objectives have been set for the bilingual education program in Louisiana. These are to:

- Develop in participating children progressive skills in the French language, including listening-comprehension, speaking, reading, and writing.
- Demonstrate that a continuing program of second language learning is feasible, educationally sound, and can fit within the existing educational program of the local school system.
- Show that a program of second language skills will assist the child in developing communication in his first or native

language, regardless of socioeconomic status, racial origin, cultural background, or regional differences.

- Train existing elementary classroom teachers within the thirty-six parishes so that they can eventually assume the French instructional program themselves.
- Provide night classes in French for parents and interested community members.

The foreign teachers are to be supplementary staff members; they assist the regular classroom teachers, but in no way replace them. Each associate teacher teaches eight class sections of thirty to forty minutes for a maximum of five and one-half hours per day. Instruction is concentrated on French language arts with reinforcement activities in reading and math.

The teacher training component of the program takes place at six universities in Louisiana. Planned cooperatively by the State Department of Education, the French Cultural Services, and the universities, the program trains 231 teachers with seminar classes during the spring and fall semesters and a four-week intensive summer course.

Evaluation

The State program requires an outside evaluation and use of an independent educational auditor. Findings of the 1972-73 evaluation, the last year for which the evaluation is complete, were:

- There was no significant difference between experimental and control group students' achievement in reading and math, despite the fear of some parents and educators that use of regular classroom time for French instruction would lower achievement levels.
- Standardized test results indicated that children in different areas of the state achieved comparably.
- Children participating in the program made significant gains in their listening-comprehension and global understanding of French.

- Mastery of the linguistic contents of the program by participating children surpassed minimal expectations.
- Local superintendents were generally satisfied with the program. More than 96 percent of the parents strongly supported the program.

MASSACHUSETTS

To provide a perspective of the overall status of bilingual education in the State of Massachusetts, the data from Section I are given in capsule form in Table 33.

Table 33

DATA SUMMARY OF STATE BILINGUAL EDUCATION PROGRAMS: MASSACHUSETTS 1974-1975

	Data Summary	
	Description	Funds
Legislation passed (year)	1971	
Funding		$4,000,000
Funds to local districts (per pupil)		$250 to $500
Mandatory participation	All districts with 20 or more pupils eligible	
LEAS	40	
Students served	10,000 (est.)	

Legislation

The Massachusetts bilingual education law that was passed on November 4, 1971 is perhaps the strongest of all State legislation. The Massachusetts Transitional Bilingual Education Law has served as the model for similar legislation in New Jersey and New York. The law is designed to provide compensatory education to children of limited English-speaking ability.

Definition of Terms

The law defines children of limited English-speaking ability in two ways:

- Children who were not born in the United States, but whose native tongue is a language other than English and who are incapable of performing ordinary classwork in English.
- Children who were born in the United States of non-English-speaking parents and who are incapable of performing ordinary classwork in English.

Funding

For the year 1974-75, Massachusetts appropriated $4 million for the Transitional Bilingual Education program. This was an increase in program funding level from $1.5 million in 1972 and $2.5 million in 1973. Priority in funding goes to the bilingual programs in the primary grades.

The state reimburses local school districts for the costs of bilingual education programs in the amount by which such expenditures exceed the average per pupil expenditures in the district. The State considers an extra cost of $250 to $500 as reasonable. Transportation and teacher training expenses are partially reimbursable.

Requirements

By March 1 of each year, each school district in Massachusetts must complete a census of the number of children with limited English-speaking ability. Both children who are in school and those not attending school are counted. Those persons who take the census are required to speak in the home language of the children of limited English-speaking ability.

Any Massachusetts school district with twenty or more public school children of limited English-speaking ability in the same language classification (including Spanish, Portuguese, Chinese, French, Italian, or Greek) must establish a transitional bilingual education program. Eligible children from different primary language backgrounds may be grouped in the same bilingual program only with the approval of the State Department of Education's Bureau of Transitional Bilingual Education.

The law requires the school district to notify the parents or legal guardian of each participating student of his involvement in the program. The notification must be by mail and must contain a "simple, nontechnical description of the purposes, methods, and content of the program."

Other regulations require that the student:teacher ratio in bilingual education classes be 15:1 or, when a bilingual aide is present, 20:1. The age span in the classes, from the oldest to the youngest child must be no more than three years. Finally, continual liaison with parents of participating children must be maintained.

Guidelines

The operational requirements governing bilingual programs in Massachusetts are explicit. The program of instruction must include the following three components.

- Instruction in all courses which a child is required by law to take; such instruction must be given in both English and the native language of participating children.
- Instruction in the reading and writing of the children's native language and in the aural comprehension, reading, writing, and speaking of English; and
- Instruction in the history and culture of the country or geographic area which is the native land of the parents of participating pupils.

Furthermore, for courses such as physical education, art, or music in which verbalization is not essential to an understanding of the subject matter, children of limited English-speaking ability should participate jointly with their English-speaking counterparts.

Teacher Certification

The Transitional Bilingual Education Law specified a new certification category for teachers. A transitional bilingual education teacher must be able to meet the following three criteria:

- Speak or read in a language other than English at the S-4 and R-4 levels of the Foreign Service Institute's native or bilingual proficiency rating.
- Score at the S-3 and R-3 levels of the Institute's ratings for communicative skills in English. This requires an ability to carry on formal and informal conversations on most topics and the ability to read standard newspaper items, routine correspondence, and technical information in a specialized field.
- Understand the history and culture of the country whose language he speaks. This requires meeting the Statement of Qualification for Teachers of Modern Foreign Languages: An understanding of the cultural and linguistically different people and their culture such as is achieved through travel and residence abroad, through study of systematic descriptions of the other culture, its geography, history, art, social customs and contemporary civilization.

MICHIGAN

Legislation

House Bill 4750 was passed during the 1974 session of the legislation in Michigan. At the beginning of the 1975-76 school year, the law requires that school districts must have a bilingual education program if twenty or more children have limited English-speaking ability in a single language classification. The program is to be optional in other districts.

Definition of Terms

The Michigan Bilingual Education Act defined bilingual instruction as "the use of two languages, one of which is English, as media of instruction for speaking, reading, writing, or comprehension."

Guidelines

Guidelines for implementation of the program are being developed. The Act is similar to the bilingual legislation in Illinois and Massachusetts.

NEW JERSEY

To provide a perspective of the overall status of bilingual education in the State of New Jersey, the data are given in capsule form in Table 34.

Table 34

DATA SUMMARY OF STATE BILINGUAL EDUCATION PROGRAMS: NEW JERSEY 1974-1975

	Data Summary	
	Description	Funds
Legislation to become effective	September 1975	
Mandatory participation	All districts with 20 or more eligible pupils	
Number of children to be served	22,000 (est.)	
Funding		$250,000

The New Jersey bilingual education program will become fully operative in September 1975. Beginning at that time, bilingual education programs will become mandatory for New Jersey school districts with twenty or more children of limited English-speaking ability; however the districts will have a one year grace period. Approximately 22,000 children in forty school districts are expected to be served.

In 1974, $250,000 was appropriated to expand the one-man Bureau of Bilingual Education, establish a bilingual educational resources center and begin three pilot programs. The pilot programs, located in urban, rural, and suburban settings, were scheduled to get under way in January 1975.

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did not provide any State funds for bilingual education nor mandate the development of such a program at the local level.

In 1971, Senate Bill 155 entitled the Bilingual Instruction Act included a $100,000 appropriation for State bilingual programs. The purpose of the act was:

> To provide for the meeting of the special educational needs of children in grades one, two, and three who have limited English-speaking ability because they come from environments where the dominant language is other than English. The purpose of this act is to help these children in these grades to develop greater competence in English, to become more proficient in the use of two languages, and to profit from increased educational opportunity.

In 1972-73, however, the State provided no funding for this program. Nevertheless, the program continued with $300,000 from the education budget that is designated for special projects.

In 1973 the State legislature passed the Bilingual Multi-Cultural Education Act to "insure equal educational opportunity for students in New Mexico." This statute superceded Senate Bills 270 and 155 discussed above.

Definition of Terms

The law defined culturally and linguistically different as "those persons who are of a different cultural background than the majority culture of the State and whose native tongue is of a language other than the language of the majority culture within the State."

Funding

Again, the Bilingual Multi-Cultural Education Act passed in 1973 did not include any specific funding provisions. The General

Appropriations Bill, House Bill 300, included $700,000 to implement the program in 1973-74, however, and $1 million for 1974-75.

A school district receives $308.25 for each full-time equivalent (FTE) student participating in the bilingual program. The FTE figure, however, is based on the proportion of the approximately 360 minute school day during which a student receives foreign language instruction. Thus, if a school district had 25 children receiving 60 minutes of bilingual instruction a day, the FTE rate would be 4.18 (60/360 = 0.167; 0.167 × 25 = 4.18).

A survey of New Mexico's public school population revealed that 49.2 percent of the students were Anglo-American, 40.7 percent were Spanish-surnamed, 7.7 percent were native Americans, 2.2 percent were blacks, and 0.2 percent were Oriental. Sixty-six of New Mexico's eighty-eight districts received funding for State bilingual programs in 1974-75. They served 14,724 children, including 5,526 first graders, 4,824 second graders, 4,284 third graders, and 90 fourth graders.

Eligibility

To be eligible for State financial support, local districts must comply with five provisions included in the law. These provisions are:

- Provide for the educational needs of linguistically and culturally different students, including native American children, and other students who may wish to participate, in grades K to 6, with priority to be given to programs in grades K through 3.
- Fund programs in grades K through 3 for culturally and linguistically different students with an identifiable need to improve the language capabilities of these students before funding programs at higher grade levels.
- Use two languages as media of instruction for any part or all of the curriculum.

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- Use teachers who have specialized in elementary education and have received special training in bilingual education.
- Emphasize the history and culture associated with the students' mother tongue.

Any school district may participate in the State program. All applications are reviewed by the State Department of Education.

Guidelines

The following objectives for programs financed under the Bilingual Multi-Cultural Education Act are specified.

- Use of the cultural background of the students in implementing the program.
- Inclusion of components to insure effective development of the children's self-image.
- Specific instruction to expand the language proficiency of the children in two languages.

NEW YORK

Legislation

In 1969, the New York State Education Department established an Office of Bilingual Education for "the purpose of meeting the educational needs of children who have English language difficulty." Until 1973, however, funding had not been available to finance bilingual education. Chapter 720 stated the purpose of the 1973 law: "to provide special state aid for locally administered programs for pupils of limited English-speaking ability because they come from environments where the dominant language is other than English."

Definition of Terms

The law specifically defined students of limited English-speaking ability as "students who have special educational needs because their dominant language is not English."

Funding

In 1974-75, twenty school districts received bilingual education funds as specified in Chapter 720 of the 1973 law. A total of $1.5 million was made available specifically for bilingual education in each of school years 1973-74 and 1974-75. In addition, school districts often earmarked a portion of their Urban Education (until June 1974) or Chapter 241 funds for bilingual education or English as a Second Language (ESL) instruction. A study of bilingual and ESL programs in New York in 1973-74 revealed $3,749,974 in Urban Education funds were used for instruction in bilingual, ESL, and related areas.

In addition to the State funding, a number of school districts in New York set aside portions of the general tax levy used for schools for bilingual education. As a result of litigation by ASPIRA, the Board of Education of the city of New York implemented a far-reaching bilingual education thrust in 1974-75. The elements of the basic program, to be fully implemented in September 1975, will be intensive instruction in English, instruction in subject areas such as math, science, and social studies in Spanish, and reinforcement of pupils' verbal use and reading comprehension of Spanish. Pilot programs will get under way in February 1975. The program will be financed with $8 million from the general tax levy to be distributed to community school districts in proportion to the number of pupils whose dominant language is other than English.

Eligibility

To comply with the specifications set forth in Chapter 720, local school districts must apply for bilingual education grants by July 1 of each year. The application must include the following information.

- The number of pupils of limited English-speaking ability who will benefit from the program.
- The nature of participants' special educational needs.
- The specific goals of the programs in regard to a child's total development.
- The qualifications of the professional and auxiliary staff engaged in the program.
- Indication that sufficient materials and equipment will be provided.
- Description of how the program will be administered, supervised, and staffed, including long-range planning for the continuous progress of the children, in-service education, and parental participation.
- Provisions for continuing evaluation.

- Proposed budget, including all funds to be used for the program, whether provided by Federal, State, or local government, other agencies, or private persons.
- Description of the measures taken to ensure both the participation of the community in the development and operation of the program and the coordination of the program's other efforts to assist children of limited English-speaking ability.
- Any other information required by the State Education Department.

In addition, each school district receiving funds under Chapter 720 must establish a bilingual education advisory committee. This committee is to consist primarily of "persons living within the community, having particular knowledge or experience relating to the educational needs of pupils of limited English-speaking ability."

PENNSYLVANIA

To provide a perspective of the overall status of bilingual education in the State of Pennsylvania, the data from Section I are given in capsule form in Table 36.

Table 36

DATA SUMMARY OF STATE BILINGUAL EDUCATION PROGRAMS: PENNSYLVANIA 1973-1974

	Data Summary	
	Description	Funds
Legislation	None; operates under a directive from the State Sec. of Education	
Number of children served	12,000	
Funding	State tax levies	Not specified

Legislation

Pennsylvania has neither specific legislation for bilingual education nor State funds set aside specifically for that purpose. Nevertheless, the State has an extensive bilingual education program based on a mandate from the State Secretary of Education, issued in March 1972, which has the strength of law.

Definition of Terms

State guidelines define the target population of bilingual and/or ESL programs as "those children whose dominant language is not English." A student in any one of the following six categories, based on his competency in English and in his native language, is to be included in bilingual or ESL programs:

- A student who understands, speaks, reads, and writes his native language fluently but who does not understand, read, write, or speak any English.
- A student who has limited understanding of spoken English but does not speak it.
- A student who understands and speaks his native language but has limited or no ability to read and write it and who does not understand speak, read, or write any English.
- A student who understands and speaks English on a limited basis but is unable to read or write English.
- A student who understands and speaks English fluently but who is unable to read or write English.
- A student who apparently understands and speaks English but who encounters difficulty in comprehending the specialized language and concepts contained in the different subject matter areas.

Funding

Curriculum regulations of the State Board of Education require school districts with non-English-speaking children to implement bilingual or English as a Second Language (ESL) programs using the per pupil funds allocated to each district from state tax levies. Districts are urged to supplement the bilingual programs with Federal funds available under Titles I, III, and VII of the ESEA.

More than 12,000 children with fifty-two languages and dialects participated in bilingual and ESL programs in Pennsylvania during 1973-74. More than 10,000 of the children spoke Spanish; the most widely spoken

foreign languages after that were Italian, Greek, Korean, Portuguese, and Chinese, in that order.

Of the 505 school districts in Pennsylvania, 110 reported non-English-dominant children during the 1973-74 school year; however, 10 districts had only 1 such child and 20 had only 2 children each. Twenty districts had between 30 and 700 non-English-dominant children, and 1 district had more than 8,000.

Guidelines and Evaluation

The purpose of Pennsylvania's bilingual education program is two-fold: "to provide for students whose dominant language is not English sound educational programs commensurate with their abilities, interests, and aspirations;" and "to provide for students whose dominant language in English programs that will permit them to become acquainted with the language, history, and culture of their non-English-dominant peers." State guidelines also include specific behavorial objectives for English and non-English-dominant children in grades K through 12. Long-term objectives for non-English dominant students are an annual increase in the percentage of the target population who will complete high school, continue into postsecondary education, be admitted into vocational-technical programs, and/or be gainfully employed in diversified fields.

Because it is not unusual for a school district to have as few as forty non-English-dominant children representing as many as twelve languages, the Revised Guidelines for Educational Programs in the Commonwealth of Pennsylvania for Children Whose Dominant Language Is Not English gave local school districts the option of providing bilingual or ESL programs. The State, however, encourages the development of bilingual programs:

> While these guidelines offer an option of ESL, it is the feeling of the Pennsylvania Department of Education that the bilingual approach is not only preferable, but also more closely in line with the rationale of the program and the department's commitment to the multicultural and multilingual American.

State guidelines also require the establishment of a program advisory committee; at least fifty percent of the members should be parents of participating children. Individual student assessment and program evaluation are required annually.

RHODE ISLAND

To provide a perspective of the overall status of bilingual education in the State of Rhode Island, the data from Section I are given in capsule form in Table 37.

Table 37

DATA SUMMARY OF STATE BILINGUAL EDUCATION PROGRAMS: RHODE ISLAND 1974-1975

	Data Summary	
	Description	Funds
Legislation passed (year)	1974	
Funding		$50,000
Funding source	State-stipulated	
Mandatory participation	All districts with 20 or more pupils eligible	

Legislation

The Rhode Island legislature passed the State Transitional Bilingual Education Act in May 1974 as an amendment to the State's general laws on education. The law required the creation of a Division of Bilingual Education within the State Department of Education.

Many of the provisions of the Rhode Island law are similar to those in other states, such as notification of parents of their children's participation, establishment of a Parent Advisory Council, contents of

the bilingual program, and criteria for teachers of bilingual education. In addition, the establishment of a bilingual education program is mandatory for districts with twenty or more children of limited English-speaking ability in a single language classification.

Definition of Terms

The law requires school districts to take an annual census of the number of children of limited English-speaking ability. Such children are defined as those "whose native tongue is a language other than English and who have difficulty performing ordinary classwork in English." However, the Rhode Island law provides that if a parent disagrees with a school district's classification of the child, "the parent's judgment shall be conclusive."

Funding

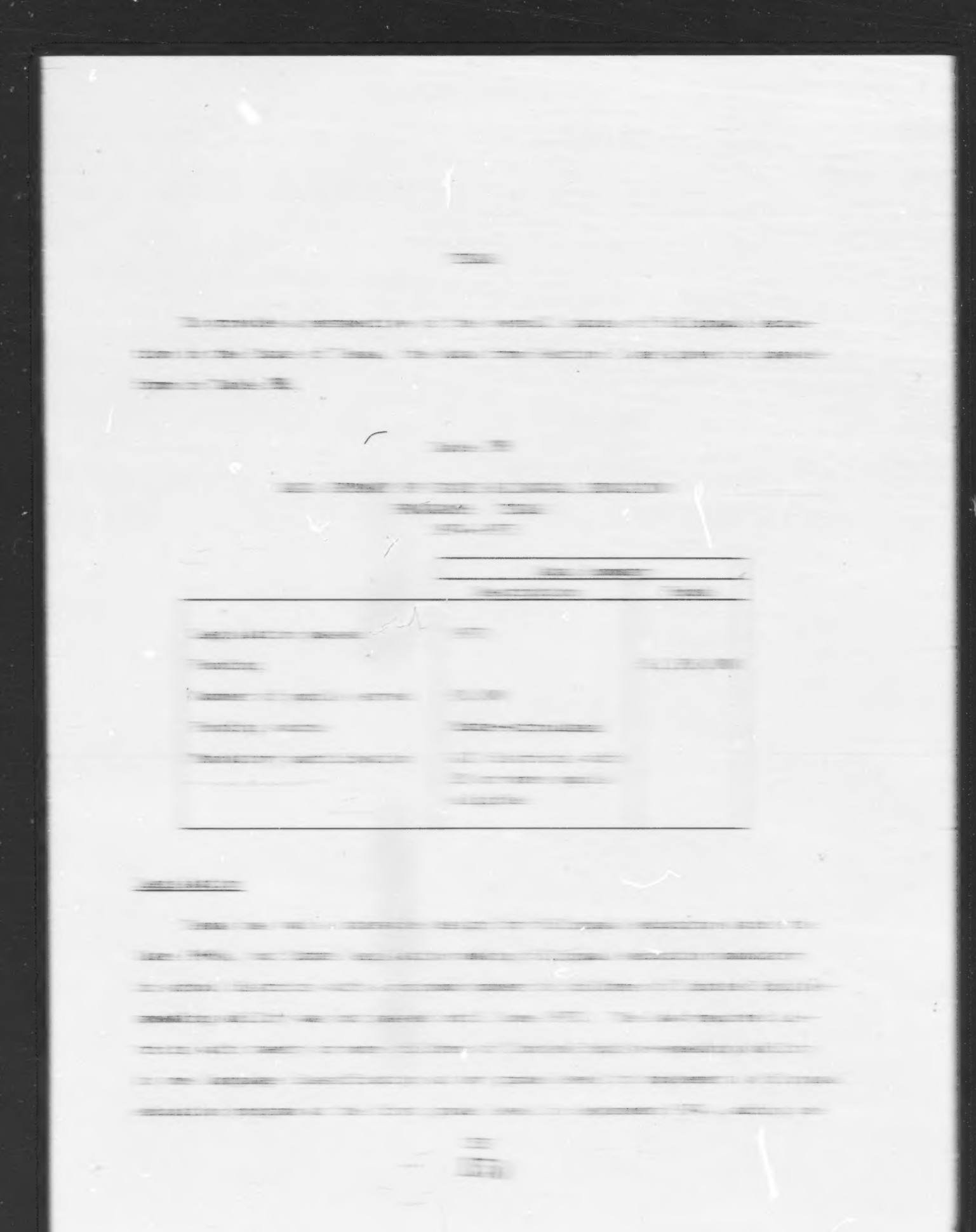
Actual implementation of the State Transitional Bilingual Education Act was hampered by an amendment to the original bill which stipulated that the act would take effect "only when funds of the Federal Government are made available and accepted by the State Department of Education to carry out the purposes of this act on a continuing basis." The interpretation of that clause has raised a number of questions. Do the funds available under Title VII ESEA constitute a sufficient Federal commitment? This question is under advisement. Will the State appropriate any funds for bilingual education?

The State Division of Bilingual Education has $50,000 for the 1974-75 school year to provide in-service training for bilingual education teachers. The State Department will request $100,000 for bilingual education in fiscal 1976. The State Transitional Bilingual Education Act, which resembles Illinois' bilingual education legislation in purpose

and definitions, provides for the establishment of bilingual programs in public schools and reimbursement to school districts for the "extra costs" of such programs.

Guidelines

Unlike other states, Rhode Island requires school districts implementing a bilingual education program to hire teacher aides, "provided that at least half the teachers' aides assigned to each program shall be native speakers of the language and share the culture of the children of limited English-speaking ability enrolled in the program," and a community coordinator. According to the law, the community coordinators "shall seek to promote communication, understanding, and cooperation between the public schools and the community and shall visit the homes of children who are or could be enrolled in a bilingual program in order to convey information about the program." The law also indicates that children may participate in the program for up to six years, rather than the three year figure favored by most states.



grade level each succeeding year until a bilingual program covers grades 1 through 6. The law also permits school districts to implement bilingual programs at any grade level and in any language.

The State legislature appropriated $2.7 million for bilingual education during the 1973-75 biennium. The law provides for a special per pupil allowance to local school districts for the extra costs of bilingual education; such costs include "pupil evaluation, books, instructional media, and other supplies required for quality instruction." Transportation costs are also reimbursable.

Guidelines

The 1973-74 school year was used for planning, training teachers, selecting materials, and establishing guidelines. Monolingual teachers assigned to teach in bilingual education programs in 1974-75 took five weeks of intensive Spanish language instruction. Both monolingual and bilingual teachers participated in a one-week in-service training session, concentrating on the methods and materials of bilingual instruction and the cultures of children of limited English-speaking ability.

A statewide survey of bilingual education needs conducted by the Texas Education Agency in October 1973 showed there were 25,136 kindergarten and 27,707 first grade students of limited English-speaking ability in the State, most of them Spanish-speaking. There were 1,004 bilingual teachers and 786 monolingual teachers who needed training to implement the State-required bilingual program for 25,000 children in 1974-75.

State guidelines for bilingual education programs, Revisions in Administrative Procedures for the Implementation of Bilingual Education Programs, call for the inclusion of six instructional components:

- The basic concepts initiating the child into the school environment are taught in his home language.

- Language development is provided in the child's dominant language.
- Language development is provided in the child's second language.
- Subject matter and concepts are taught in the child's dominant language.
- Subject matter and concepts are taught in the child's second language.
- Specific attention is given to develop in the child a positive identity with his cultural heritage, self-assurance, and confidence.

State law emphasizes the importance of English, while acknowledging the need for instruction in another language: "It is the policy of this state to insure the mastery of English by all pupils in the schools; provided that bilingual instruction may be offered in those situations when such instruction is necessary to insure their reasonable efficiency in the English language so as not to be educationally disadvantaged."

IV EXPIRED STATE COMPENSATORY EDUCATION PROGRAMS

State-financed compensatory education programs expired during the early or mid-1970s in three states: Colorado, Delaware, and New York. This section examines the programs and the reasons for their expiration.

The program in the State of New York, however, requires somewhat special consideration. Although the program is classified as having expired, the Urban Education Program in the State was operative through June 30, 1974. In addition, the legislature passed a general aid program on March 5, 1974 to provide school districts with increased funding for special categories of students.

COLORADO

To provide a perspective of the kind of compensatory education program that began in the State of Colorado in 1969, the data are compiled in capsule form in Table 39.

Table 39

DATA SUMMARY OF EXPIRED COMPENSATORY EDUCATION PROGRAMS IN COLORADO

Program	Data Summary	
	Description	Funds
Compensatory education	Expired	
Participating LEAs	69	
Number of children served	8,363	
State appropriations	Expired, 1973	$0
Title I allocations (ESEA)	1973-74	14,581,384
Category	Competitive grant	
Bilingual education	Legislation under consideration needs assessment 1974-75	0

Legislation

Colorado's Educational Achievement Act (EAAC) passed in the spring of 1969, provided assistance for "certain local school districts to carry out programs for educational achievement of those students in grades two through twelve who are two or more grade levels below their assigned grade in reading." This Act ceased operation June 30, 1973 for lack of an appropriation.

In 1969 the State legislature saw a need to improve reading instruction for all underachieving students in Colorado; it was estimated that between 10 and 20 percent of the State's 540,000 students had reading

difficulties. However, the legislature was willing to finance a total education program, and the initial legislation included the term "pilot projects."

The law was modified in 1971 to "assist certain local school districts to carry out programs for educational achievement of those students in grades 1 through 6 who are below their assigned grade in reading" by the following margins:

Grade 1:	0.3
Grade 2:	0.6
Grade 3:	0.9
Grade 4:	1.2
Grade 5:	1.5
Grade 6:	1.8
Grades 7 through 12:	2.0 or more

Funding

Within the constraints that program emphasis must be on reading and that participants must exhibit the achievement deficits listed above, local districts had substantial freedom to devise their own projects. Total cost of the program was not to exceed $250 per pupil; a study of the 21 EAAC projects funded during the last year of the program, 1972-73, indicated that per pupil costs ranged from $25.95 (for a program which concentrated on in-service training of teachers) to $227.48. EAAC grants were awarded to local school districts on a competitive basis; the total funds available for each year was $2 million in 1969-70, $1,547,000 in 1970-71, and $1 million for both 1971-72 and 1972-73.

The law described ways in which funds could be used to improve the reading achievement of eligible children; these included improved utilization of educational personnel, teacher training, comprehensive educational programs, and parental involvement.

Guidelines developed by a committee on educational achievement indicated that the State Department of Education should give priority in funding to districts with programs that promised cost-effectiveness and both immediate and long-term benefits. They should also give priority to districts that provided for objective measurement and required teachers, parents, and the community to participate.

The experimental nature of EAAC was at least hinted at in the program guidelines. The guidelines indicated that each district receiving an EAAC grant must report on the condition of the project for a period of two years after State funds were withdrawn; thus, the State funds were apparently meant as seed money, not as a continuing source of revenue for reading projects.

A bill was prepared in 1973 to correct some of the deficiencies of the EAAC program; it simplified the eligibility requirements for participants, required long-range planning by districts, and required that local districts assume at least 25 percent of a project's cost. The bill passed the State Senate, but was never reported out of the House Education Committee. Since the bill never reached the floor of the House, no action was taken on either the EAAC amendments or an appropriation; hence, the program died.

Evaluation

The success of EAAC projects was impossible to document during the first three years of the program; the variety of test instruments used, the lack of a common time interval for testing, and a lack of control over program costs made statewide conclusions impossible. Many individual projects exhibited signs of success. More precise evaluation requirements, including common pre- and posttests and approximately the same testing dates for all projects, yielded some valid data for the 1972-73 school year. An analysis of the test results indicated that during the 6 to 7

months between the pre- and posttest, students gained from 7 to 12 months in reading achievement. This was a significant increase because at the time of the pretesting, the students had been averaging 6 to 8 months gain per year.

DELAWARE

To provide a perspective of the kind of compensatory education program that began in the State of Delaware in 1969 but has since expired, the data are compiled in capsule form in Table 40.

Table 40

DATA SUMMARY OF EXPIRED COMPENSATORY EDUCATION PROGRAMS IN DELAWARE

Program	Data Summary	
	Description	Funds
Compensatory education	Expired	
Participating LEAs	7	
Number of children served	1,400	$0
State appropriation	Expired	
Title I allocation (ESEA)		3,721,680
Category	Competitive grant	
Bilingual education	No program	

Legislation

The legislation creating Delaware's State-financed compensatory education program in 1969 made it obvious that the program was experimental in nature and would be funded for only three years. Senate Bill 171 provided a supplementary appropriation "for an experimental program in certain public schools where a significant portion of the student population have been found to be two or more years below national grade achievement levels."

Funding

Senate Bill 171 appropriated $1.5 million in 1969 to fund an experimental program for a three-year period.

The law stipulated that Wilmington, Delaware's largest city, receive $300,000 of the $500,000 available annually; the remaining money was to be allocated to other districts. Six other districts--Appoquinimink, De La Warr, Indian River, Milford, Smyrna, and Capital--received grants. Each district had to establish an experimental program for underachieving children in grades 3 through 9 and provide control groups to facilitate evaluation at the end of 3 years.

Eligibility

To be eligible to receive a grant, school districts had to meet the following requirement. A least 20 percent of the total pupil enrollment in a district in grades 3 through 9 had to be two or more years below grade achievement levels as measured by standardized achievement tests.

Guidelines and Evaluation

The Delaware program was designed as an experimental program in compensatory education. The legislation provided for control groups and mandated evaluations at the end of each school year and an overall evaluation at the end of the three year experiment. The purpose of the Appoquinimink program was to see if the achievement level of educationally disadvantaged students could be significantly raised by the use of a full-time mathematics specialist working with both students and teachers and the use of additional full-time classroom teachers primarily concerned with the teaching of reading. After 3 years, evaluators found that no statistically significant difference existed between the math achievement level of the approximately 100 students who had the services of the math

specialist and the 75 control students. It was also found that no statistically significant difference in reading achievement existed between the 60 pupils in small classes compared with the 58 students in regular sized classes.

The Delaware experimental project tested the use of a full-time classroom aide, a half-time corrective teacher on the achievement levels of students. The evaluation indicated the reduction in the pupil-adult ratio in the classroon had no differential benefit in reading, spelling, or math achievement. The Smyrna project also tested reductions in pupil: adult ratios with similar results.

The evaluation of Indian River's Oral Language Project indicated that the use of classroom aides did not significantly improve participants' reading achievement, but it did improve their oral language facility. All 11 experimental groups showed higher total language scores than the corresponding control groups.

Milford's experimental project tested the effect of regular counseling of students and parents on student achievement levels. Test results showed no significant difference between experimental and control groups.

A visiting nurse to provide supportive services and a classroom aide to provide instructional services made no difference in the achievement levels of students participating in Capital's experimental program.

The Wilmington experimental program included three components--elementary school counseling services, the use of teacher aides to reduce pupil:adult ratios in the classroom, and a concentrated emphasis on study skills in grades 4 through 6. Although evaluation of the counseling program after the first year indicated no significant differences in the achievement levels of participating students, testing at the end of the 3-year period revealed the experimental group improved substantially in reading, language, arithmetic, and total achievement, compared

with the control group. Results of the teacher aide and study skills components were less positive. Evaluation of the teacher aide program over the 3-year period yielded inconsistant results; in some instances differences favored the experimental group, in others the control group. The study skills program was not significantly effective as measured by results of the California Achievement Test.

Thus, Delaware's experimental compensatory education program had few positive results in terms of standardized test data.

NEW YORK

To provide a perspective of the expired compensatory education program in the State of New York, the data are compiled in capsule form in Table 41.

Table 41

DATA SUMMARY OF EXPIRED COMPENSATORY EDUCATION PROGRAMS IN NEW YORK

Programs	Data Summary	
	Description	Funds
Compensatory education	Expired; new program expected	
Participating LEAs		
Urban Education	60 (expired 1974)	
Chapter 241	754	
Number of children served		
Urban Education	529,000	
Chapter 241	600,000 (est.)	
State appropriation		
Urban Education		$0 (1974)
Chapter 241		146,000,000
Title I allocation (ESEA)	1973-1974	247,563,367
Category		
Urban Education	Formula-based	
Chapter 241	Formula-based; all districts	
Bilingual education	State-stipulated; mandatory all districts with 20 or more eligible pupils	

Expired Legislation

New York's Urban Education Program, which expired June 30, 1974, was one of the largest State-financed compensatory education programs. The program, which began in 1968, was designed to assist urban school districts "having a heavy concentration of pupils with special educational needs associated with poverty."

Funding

The appropriation for the first three years of the program was $52 million. For fiscal years 1972, 1973, and 1974, the appropriation was $47 million; New York City districts received more than 50 percent of the total amount available.

Eligibility

The Urban Education Program was a formula grant program. To qualify for funding, a district had to have a weighted average daily attendance of at least 4,500 and at least 5 percent of the district's school-age children had to come from families receiving Aid to Families with Dependent Children. In addition, the product of a district's weighted average daily attendance multiplied by the number of 6th grade students in the district scoring at or below the 24th percentile on New York State's reading test had to be 1,100 or more. Thus, only urban areas with large poverty pockets qualified for funding.

Guidelines

State guidelines required that school districts concentrate on pupils' needs in reading, mathematics, and bilingual education in planning their urban education program. Students in grades 1 to 6 were to receive first priority for participation. Other guidelines for the Urban Education

of evening session students by 50 percent, and the number of summer session students by 12 percent.

The guidelines also set the eligibility limit for participating students at two years below grade level in reading as measured by "acceptable tests." However, local districts may make these eligibility requirements more stringent; for instance, New York City is using a 1.5 below grade level figure.

Funding Specifications

Thus, under the Chapter 241 all districts will receive some state compensatory education funds. The law requires a district to use the funds allotted for pupils with special educational needs "for locally administered programs for such pupils in accordance with regulations issued by the commissioner." No regulations are yet available.

The law requires districts receiving weighted aid funds to submit a plan outlining the use of such funds every three years.

Evaluation Requirements

Preliminary State guidelines also require two evaluation reports for the 1974-75 school year. One is an implementation status report in October and the other is an annual evaluation report in July.

Appendix A

STATE COMPENSATORY EDUCATION DIRECTORY

Below is a directory of the persons responsible for the administration of the State-financed compensatory education programs discussed in this report.

Ongoing Programs

California	Manuel V. Ceja Assistant Superintendent of Public Instruction for Compensatory Education Department of Education State Education Building 721 Capitol Mall Sacramento, California 95814 (916) 445-2590
Connecticut	Dr. Wallace Roby State Act for Disadvantaged Children Coordinator Bureau of Evaluation and Educational Services State Department of Education Box 2219 Hartford, Connecticut 06115 (203) 566-9326
Florida	Halley B. Lewis, Jr. Administrator, Compensatory Education State Department of Education Tallahassee, Florida 32304 (904) 488-3575
Hawaii	John Uchima Administrator, Compensatory Education State Department of Education P.O. Box 2360 Honolulu, Hawaii 96804 808-548-4635 (ask operator for Honolulu number 548-2211)

Maryland	George Lizby Division of Compensatory and Urban Programs P.O. Box 8717 Baltimore Washington International Airport Baltimore, Maryland 21240 (301) 796-8300 ext. 796
Massachusetts	Ernest J. Mazzone Bureau of Transitional Bilingual Education Department of Education 182 Tremont Street Boston, Massachusetts 02111 (617) 727-8300
Michigan	Clarence Wills Coordinator, Section 3 Program Compensatory Education Services Michigan Department of Education P.O. Box 420 Lansing, Michigan 48902 (517) 373-3921
	Michael T. York Educational Consultant Section 48 Program Michigan Department of Education P.O. Box 420 Lansing, Michigan 48902 (517) 373-3666
Ohio	Robert O. Greer Assistant Superintendent for Urban Education State Department of Education Columbus, Ohio 43215 (614) 466-5834
Oregon	Maurice Caba Intergovernmental Specialist Portland Public Schools 631 Northeast Clackamas Street Portland, Oregon 97208 (503) 234-3392
Pennsylvania	Kenneth Schmelzlen Division of Compensatory Programs State Department of Education Box 911 Harrisburg, Pennsylvania 17126 (717) 787-7135

Rhode Island	Ed Costa Deputy Assistant Commissioner Bureau of Grants and Regulations State Department of Education Roger Williams Building Hayes Street Providence, Rhode Island 02908 (401) 277-3037
Utah	G. Morris Rowley Administrator, Division of General Education Utah State Board of Education 1400 University Club Building 136 East South Temple Salt Lake City, Utah 84111 (801) 328-5061
Washington	Walter E. Barbee Supervisor, URRD Program Grants Management Section Superintendent of Public Instruction Old Capitol Building Olympia, Washington 98504 (206) 753-3220
	Warrent H. Burton Director of Equal Educational Opportunity Superintendent of Public Instruction Old Capitol Building Olympia, Washington 98504 (206) 753-2560
Wisconsin	John P. Lawrence Administrator, SEN Program Division of Instructional Services State Department of Public Instruction Wisconsin Hall 126 Langdon Street Madison, Wisconsin 53702 (608) 266-3390

Expired Programs

Colorado	Donald H. Wachter Director of Instruction Department of Public Instruction The Townsend Building 201 E. Colfax Denver, Colorado 80203 (302) 678-4628

Delaware	Robert C. Hawkins Director of Elementary Education and Special Programs Department of Public Instruction P.O. Box 697 Dover, Delaware 19901 (302)
New York	John House Division of Urban Education State Education Department Albany, New York 12224 (518) 474-1321

Anticipated Programs

Georgia	Robert Beaman Director of Compensatory Education State Department of Education Atlanta, Georgia 30334 (404) 656-2436
Maryland	Larry Chamblin Specialist, Federal Reports Box 8717 Baltimore Washington International Airport Baltimore, Maryland 21240 (301) 796-8300 ext. 244
New York	John L. House Division of Urban Education State Education Department Albany, New York 12224 (518) 474-1321
Virginia	Bernard R. Taylor Director, Division of Elementary Education State Department of Education Richmond, Virginia 23216 (804)

Appendix B

STATE BILINGUAL EDUCATION DIRECTORY

Below is a directory of the persons responsible for the administration of the State-financed bilingual education programs discussed in this report.

California

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Manager, Bilingual-Bicultural Task Force
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State Education Building
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(916) 445-2872

Manuel V. Ceja
Assistant Superintendent of Public Instruction
for Compensatory Education
Department of Education
State Education Building
721 Capitol Mall
Sacramento, California 95814
(916) 445-2590

Florida

Mrs. Kittie Mae Taylor
Language Arts Consultant
Florida Department of Education
Tallahassee, Florida 32304
(904) 488-1701

Illinois

H. Ned Seelye
Department of Transitional Bilingual Education
Office of the Superintendent of Public Instruction
188 W. Randolph
Chicago, Illinois 60601
(312) 793-3850

Louisiana	Homer Dyess Coordinator, Foreign Languages and Bilingual Education Foreign Languages Section State Department of Education Baton Rouge, Louisiana 70804 (504) 389-6486
Massachusetts	Ernest J. Mazzone Bureau of Transitional Bilingual Education Department of Education 182 Tremont Street Boston, Massachusetts 02111 (617) 727-8300
New Jersey	Diego Castellanos State Department of Education 225 W. State Street Trenton, New Jersey 08625 (609) 292-3773
New Mexico	Henry W. Pascual Director, Cross-Cultural Education State Department of Education Education Building Capitol Complex Santa Fe, New Mexico 87501 (505) 827-5391
New York	Carlos Perez Supervisor, Bilingual Education Unit State Education Department Albany, New York 12224 (518) 474-3852
Pennsylvania	Fannetta N. Gordon Senior Program Adviser, Languages Division of Arts and Humanities Bureau of Curriculum Services Department of Education Box 911 Harrisburg, Pennsylvania 17126 (717) 787-7098

Rhode Island	Ed Costa Deputy Assistant Commissioner Bureau of Grants and Regulations Office of Compensatory Education State Department of Education Roger Williams Building Hayes Street Providence, Rhode Island 02908 (401) 277-3037
Texas	Ernesto Zamora Consultant Office of International and Bilingual Education Texas Education Agency 201 East 11th Street Austin, Texas 78701 (512) 475-3651
	Dr. Arturo Luis Gutierrez Director of Special Programs Texas Education Agency 201 East 11th Street Austin, Texas 78701 (512) 475-3042